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ABSTRACT

This report was prepared to present a summary of the changing conditions of high schools, their students and teachers, and the financial conditions of the school districts that serve them. Its original purpose was to direct the attention of Congress to the current status of secondary schools in the United States. The report covers some current major issues of U.S. secondary education. These include changes in school organization, student attitudes toward their schooling, the level of crime in schools, the disparities in school financing between school districts in the United States, and the transition from school to work. In addition, the report compares conditions between the U.S. and other developed countries. (Author)

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The American High School: A Statistical Overview

ED193807

National Center for Education Statistics

EA 013 101

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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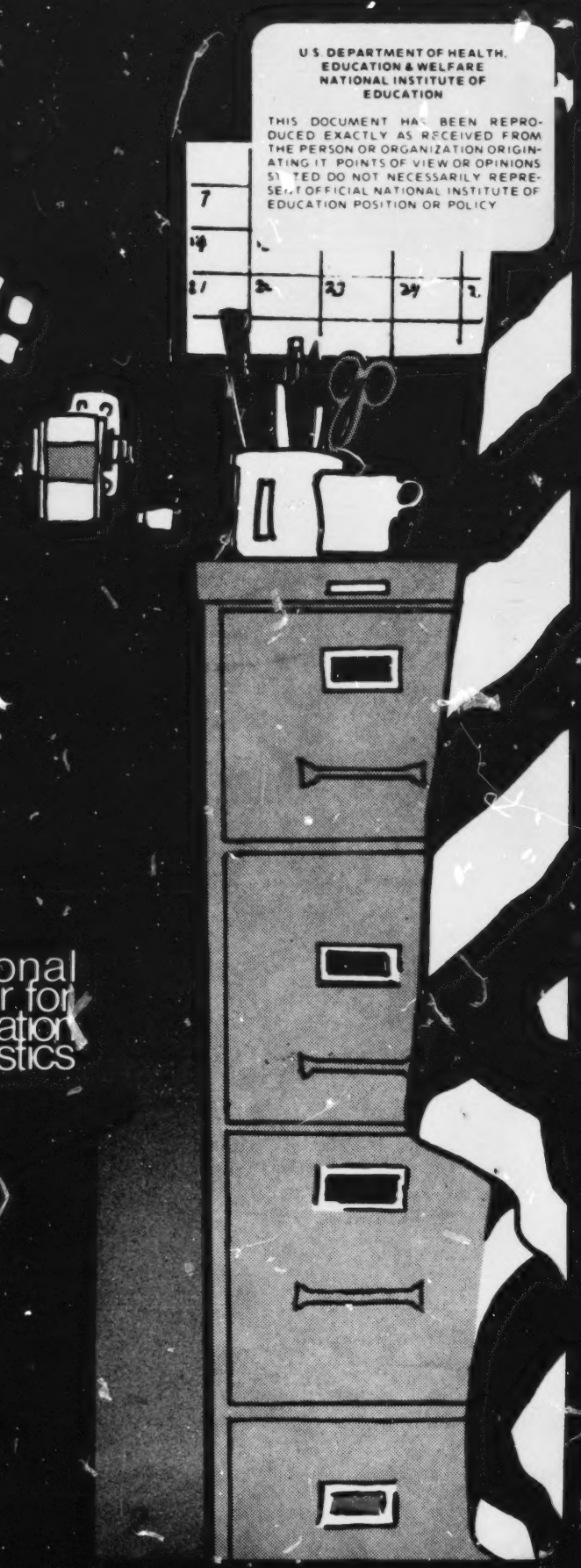

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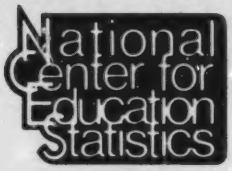

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"The purpose of the Center shall be to collect and disseminate statistics and other data related to education in the United States and in other nations. The Center shall . . . collect, collate, and, from time to time, report full and complete statistics on the conditions of education in the United States; conduct and publish reports on specialized analyses of the meaning and significance of such statistics; . . . and review and report on education activities in foreign countries."--Section 406(b) of the General Education Provisions Act, as amended (20 U.S.C. 1221e-1).

Foreword

Secondary schools in the United States did not receive the same level of attention during the decade of the 1970's as they had during the previous two decades. Pressures on schools resulting from the rapid enrollment gains and school expansion of the 1950's and 1960's subsided, high school graduation rates remained steady, and the demand for teachers lessened. This report was prepared to present a summary of the changing conditions of high schools, their students, teachers, and the financial conditions of the school districts that serve them. Its original purpose was to direct the attention of Congress to the current status of secondary schools in the United States. The report was initially prepared as Congressional testimony in hearings on the American High School held by the Subcommittee on Elementary, Secondary and Vocational Education of the House of Representatives.

The facts presented in this report indicate that high schools have successfully served a larger population during the past decade. For example, by the latter 1970's, few persons reached age 20 without having completed a high school diploma. Particularly among minority groups, educational attainment increased dramatically. But questions have been raised regarding the quality of education students receive, especially in the public schools. The report notes, for example, that scores on ability tests taken by high school students declined somewhat during this period, and that some States have initiated minimum competency testing to insure that their graduates have the skills necessary to perform basic tasks.

The report covers some current major issues of U.S. secondary education. These include changes in school organization, student attitudes toward their schooling, the level of crime in schools, the disparities in school financing between school districts in the United States, and the transition from school to work. In addition, the report compares conditions between the U.S. and other developed countries.

While the analysis presented in this report draws attention to the characteristics of the high school student during the 1970's, several important questions regarding the future of high schools are evident. It shows that the 1980's will bring further declines in enrollment in secondary schools, for example, and that structural changes in the organization of schools will continue. It also notes that the emphasis on the ability of high school graduates — and the relationship between work and schooling — will remain an issue. Finally, the analysis observes that the level of public funding for secondary education will continue to receive attention from local and Federal officials of school administration.

The purpose of this report is to summarize the statistical evidence for these important issues.

April 1980

For More Information

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1
School Organization

When we focus on the education that takes place in grades 9 through 12, we find that 47 different grade configurations operate in today's public school system (table 1 and figure 1). Only 40 percent of students in those grades attend a traditional grade 9 through 12 high school.[1]

There have been some noteworthy changes in grade configuration since 1969 (table 2). The number of middle schools, as defined by grades 6 through 8, has more than doubled, while the number of junior high schools has decreased by 17 percent. The number of schools with grades 8 through 12 has become relatively insignificant—for every six in 1969 we now have one, and the number of grade 10 through 12 schools has declined slightly.

As enrollments decline, the number of schools tends to decline. The pinch for students is first felt in the lower grades, and the school districts have to adjust to make effective use of their plant. A building no longer needed for an elementary school can accommodate a grade 6 through 8 middle school. It cannot accommodate a ninth grade as easily because of special curricular and physical education requirements. More middle schools reduce the need for junior high schools, which can thereafter send their ninth grade students to an expanded high school. The result is an increase in the number of high schools and high schools with larger average enrollments.

Nonpublic schools are not structured in the same pattern as public institutions, but rather are classified as elementary, secondary, combined, or other. Approximately 10 percent of the schools that provide education to grades 9 through 12 are nonpublic (table 3). Of these, 81 percent are church-affiliated. Sixty-three percent are Catholic. The next largest church-affiliated group is the Lutherans with 3 percent of the schools. All other church-affiliated schools comprise 16 percent. The Catholic Church has traditionally been most active in providing church-affiliated schools. Such schools are naturally concentrated in areas with a high proportion of Catholic population. The data do not include the recently established nonpublic, church-affiliated schools, generally referred to as "Christian" schools. Definitional problems have not been resolved sufficiently to identify these schools or their characteristics.

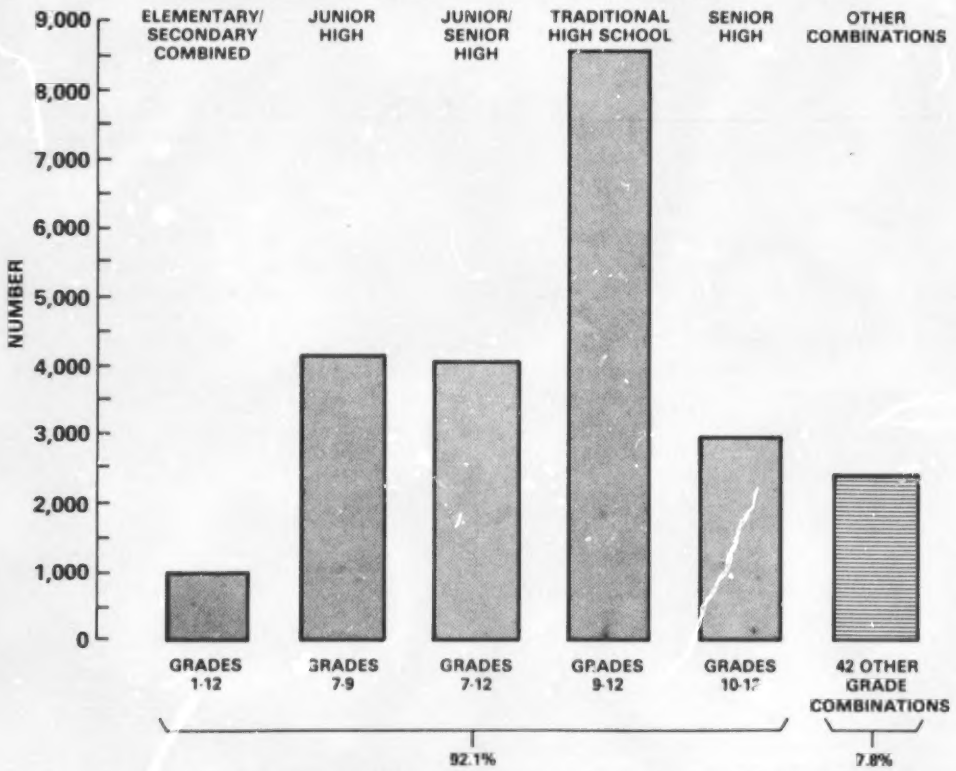
[1] It is widely recognized that students outside the traditional high school age have access to facilities and services provided by public and nonpublic secondary institutions. However, this report will concentrate on those services directed to the traditional age group.

Table 1.--Number of schools ending in grades 9-12 and average school size: 1977-78

Lowest grade in the school	Number of schools					Average school size			
	Total schools	Highest grade				Highest grade			
		9	10	11	12	9	10	11	12
Total	22,448	4,800	175	84	17,389				
Prekindergarten	77	16	0	1	60	306	–		721
Kindergarten	665	91	17	13	544	516	50	24	477
1st grade	533	117	17	7	392	368	43	135	746
2nd grade	43	3	1	4	35	488	16	31	1,769
3rd grade	12	4	0	0	8	725		20	275
4th grade	25	11	1	1	12	492	–	–	621
5th grade	46	13	1	3	29	894	14	26	520
6th grade	268	135	3	0	127	917	1,420	430	554
7th grade	8,139	4,081	13	14	4,031	815	490	–	450
8th grade	662	246	12	8	396	846	661	363	634
9th grade	8,755	83	99	21	8,552	569	1 071	80	689
10th grade	3,034	0	11	7	3,016	–	1,281	815	1,193
11th grade	183	0	0	2	181	–	–	699	940
12th grade	6	0	0	0	6	–	–	271	895

SOURCE: Preliminary data from the NCES Current Core of Data (CCD), 1977-78.

Figure 1.--Number of public schools containing at least one of grades 9-12, by grade span



Source: U.S. Department of Education, National Center for Education Statistics, unpublished data.

Table 2.--Number of public schools with selected grade spans and their enrollments: 1969 and 1977

Grade spans	Number of schools		Percent change	Average enrollment	
	1969	1977	1969-1977	1969	1977
1	2	3	4	5	6
6-8 (middle schools)	1,334	3,760	182	609	634
7-8	2,436	2,713	11	480	529
All schools with a grade 9-12	22,519	22,450	0	770	802
7-9	4,898	4,081	-17	852	816
7-12	4,865	4,031	-17	468	451
8-12	784	396	-49	643	634
9-12	7,616	8,552	12	698	889
10-12	3,150	3,016	-4	1,180	1,193
Other spans	1,206	2,374	97	(NA)	640

Note.--The 1977 public school figures were estimated from unpublished data.

Table 3.--Number of schools and enrollments for public and private schools that offer secondary level education: 1978-79

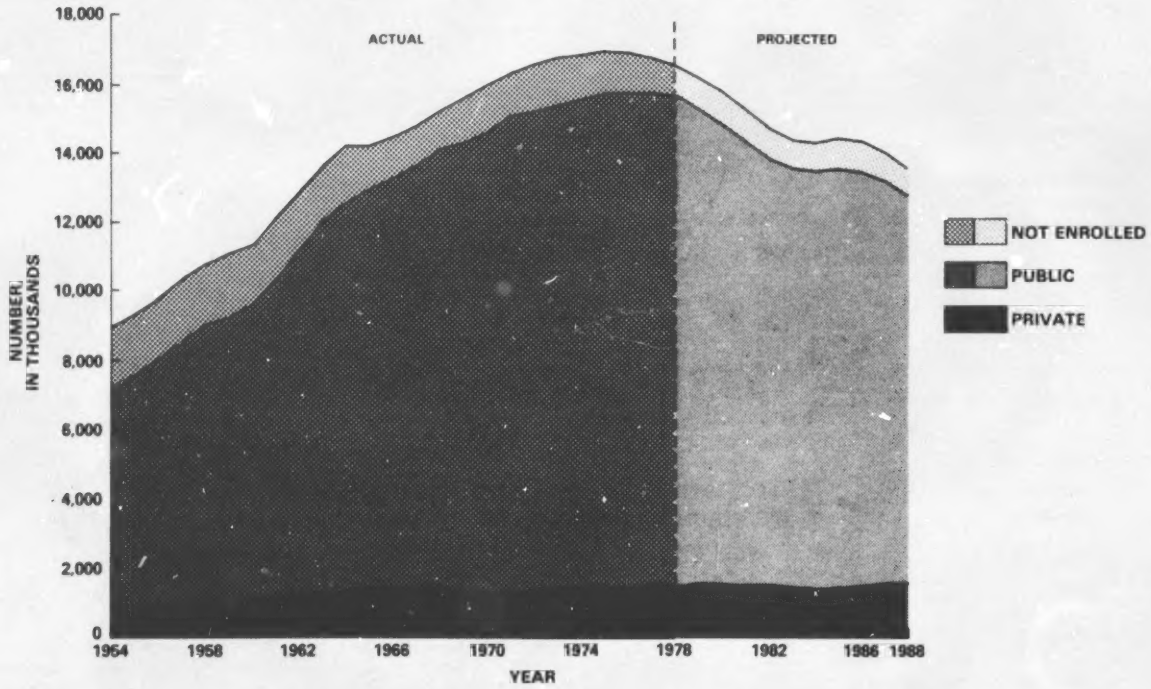
Type of school	All schools			Private schools				
	Total	Public	Private	Total	Affiliated			Not affiliated
					Catholic	Lutheran	Other	
1	2	3	4	5	6	7	8	9
Total schools with secondary education								
Schools								
Number	32,654	25,522	7,123	7,123	1,860	142	2,446	2,675
Percent	100	78.2	21.8	100	26.1	2.0	34.3	37.6
Enrollment								
Number (in thousands)	20,123	18,040	2,083	2,083	940	39	526	578
Percent	100	89.6	0.4	100	45.1	1.9	25.3	27.7
Secondary schools								
Schools								
Number	23,021	20,559	2,462	2,462	1,538	74	382	468
Percent	100	89.3	10.7	100	62.5	3.0	15.5	19.0
Enrollment								
Number (in thousands)	17,959	16,900	1,059	1,059	864	26	73	96
Percent	100	94.1	5.9	100	81.6	2.4	6.9	9.1
Combined schools								
Schools								
Number	5,977	2,526	3,451	3,451	139	12	448	407
Percent	100	42.3	57.7	100	4.0	1.5	57.9	36.6
Enrollment								
Number (in thousands)	1,914	989	925	925	58	53	1,997	1,262
Percent	100	51.7	48.3	100	6.3	1.3	48.4	44.0
Other schools								
Schools								
Number	3,647	2,437	1,210	1,210	183	15	67	945
Percent	100	66.8	33.2	100	15.1	1.3	5.5	78.1
Enrollment								
Number (in thousands)	250	151	99	99	18	1	5	75
Percent	100	60.4	39.6	100	18.2	1.0	5.0	75.8

SOURCE: U.S. Department of Education, National Center for Education Statistics, unpublished tabulations.

2
Enrollment

American youth have been attending high school in steadily increasing proportions (figure 2). In the 1920's, one-third of those between 14 and 17 years old were in high school (table 4). By 1929, one-half of them were in attendance; by 1954, the figure reached 80 percent; and by 1979, 94 percent, or 15 million of the 16 million people in this age group, were in high school. These percentages vary by State and are, to a large extent, consistent with the compulsory school attendance laws. Forty states set the minimum age at 16; 7 require attendance until age 17 or 18; and 3 States permit withdrawal before age 16 — one of which, Mississippi, requires attendance only until the age of 13 (table 5).

Figure 2.--Population 14 to 17 years old and enrollment in grades 9-12



Source: U.S. Department of Health, Education and Welfare, National Center for Education Statistics, *Projections of Education Statistics to 1988-89.*

Table 4.-- Enrollment in grades 9-12 in public and nonpublic schools compared with population 14-17 years of age: United States, 1889-90 to fall 1977

School year	Enrollment, grades 9-12[1]			Population 14-17 years of age[2]	Total number enrolled per 100 persons 14-17 years of age
	All schools	Public schools	Nonpublic schools		
1	2	3	4	5	6
1889-90	359,949	[3]202,963	[3]94,931	5,354,653	6.7
1899-1900	699,403	[3]519,251	[3]110,797	6,152,231	11.4
1909-10	1,115,398	[3]915,061	[3]117,400	7,220,298	15.4
1919-20	2,500,176	[3]2,200,389	[3]213,920	7,735,841	32.3
1929-30	4,804,255	[3,4]4,399,422	[3,4]341,158	9,341,221	51.4
1939-40	7,123,009	6,635,337	487,672	9,720,419	73.3
1941-42	6,933,265	6,420,544	51[illegible]721	9,749,000	71.1
1943-44	6,030,617	5,584,656	445,961	9,449,000	63.8
1945-46	6,237,133	5,664,528	572,605	9,056,000	68.9
1947-48	6,305,168	5,675,937	629,231	8,841,000	71.3
1949-50	6,453,009	5,757,810	695,199	8,404,768	76.8
1951-52	6,596,351	5,917,384	678,967	8,516,000	77.5
1953-54	7,108,973	6,330,565	778,408	8,861,000	80.2
1955-56	7,774,975	6,917,790	857,185	9,207,000	84.4
1957-58	8,869,186	7,905,469	963,717	10,139,000	87.5
1959-60	9,569,810	8,531,454	1,068,356	11,154,879	86.1
1961-62	10,768,972	9,616,755	1,152,217	12,046,000	89.4
Fall 1963	12,255,496	10,935,536	1,319,960	13,492,000	90.8
Fall 1965	13,020,823	11,657,808	1,363,015	14,145,000	92.1
Fall 1969	14,418,301	13,084,301	[5]1,334,000	15,550,000	92.7
Fall 1971	15,226,000	13,886,000	[5]1,340,000	16,279,000	93.5
Fall 1973	15,476,526	14,141,526	[5]1,335,000	16,745,000	92.4
Fall 1975	15,804,098	14,369,098	[5]1,435,000	16,932,000	93.3
Fall 1977[6]	15,800,000	14,365,000	[5]1,435,000	16,781,000	94.2

[1] Unless otherwise indicated, includes enrollment in subcollegiate departments of institutions of higher education and in residential schools for exceptional children. Beginning in 1949-50, also includes Federal schools.

[2] Includes all persons residing in the United States, but excludes Armed Forces overseas. Data from the decennial censuses have been used when appropriate. Other figures are Bureau of the Census estimates as of July 1 preceding the opening of the school year.

[3] Excludes enrollment in subcollegiate departments of institutions of higher education and in residential schools for exceptional children.

[4] Data for 1927-28.

[5] Estimated.

[6] Preliminary data.

NOTE.--Beginning in 1959-60, includes Alaska and Hawaii.

SOURCES: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *Statistics of State School Systems; Statistics of Public Elementary and Secondary Day Schools; Statistics of Nonpublic Elementary and Secondary Schools;* and unpublished data.

Table 5.–Age ranges for compulsory school attendance, by State: 1977

State	Compulsory attendance age range[1]	State	Compulsory attendance age range[1]
1	2	1	2
Alabama	between 7 and 16	New Jersey	between 6 and 16
Alaska	between 7 and 16	New Mexico	attained 6 and until attaining 17
Arizona	between 8 and 16	New York	from 6 to 16
Arkansas	between 7 and 15 (both inclusive)	North Carolina	between 7 and 16
California	between 6 and 16	North Dakota	of 7 to 16
Colorado	of 7 and under 16	Ohio	between 6 and 18
Connecticut	over 7 and under 16	Oklahoma	between 8 and 16
Delaware	between 6 and 16	Oregon	between 7 and 18
District of Columbia	between 7 and 16	Pennsylvania	not later than 8, until 17
Florida	attained 7 but not 16	Rhode Island	completed 7 years of life, not completed 16 years of life
Georgia	between 7th and 16th birthdays	South Carolina	of 7 to 16
Hawaii	at least 3 and not 18	South Dakota	of 7 and not exceeding 16
Idaho	of 7 but not 16	Tennessee	between 7 and 16
Illinois	between 7 and 16	Texas	as much as 7, not more than 17
Indiana	not less than 7, not more than 16	Utah	between 6 and 18
Iowa	over 7 and under 16	Vermont	between 7 and 16
Kansas	of 7 and under 16	Virginia	reached 6th birthday, not passed the 17th birthday
Kentucky	of 7 and under 16	Washington	child 3 and under 18
Louisiana	between 7 and 15	West Virginia	begin with the 7th birthday, continue to the 16th birthday
Maine	between 7th and 15th anniversaries	Wisconsin	between 6 and 18
Maryland	between 6 and 16	Wyoming	between 7 and 16 inclusive
Massachusetts[2]	between 6 and 16		
Michigan	between 6 and 16	Outlying areas:	
Minnesota	between 7 and 16		
Mississippi	from 7 to 13	Puerto Rico	between 8 and 14
Missouri	between 7 and 16	Virgin Islands	school year nearest 5th birthday until expiration of the school year nearest 16th birthday
Montana	is 7, not yet reached 16th birthday		
Nebraska	not less than 7 nor more than 16		
Nevada	between 7 and 17		
New Hampshire	between 6 and 16		

[1] Many States have special provisions for children who have completed a certain level of education (usually 8th grade or higher) and who are employed.

[2] Lower and upper levels established by the State Board of Education.

SOURCE: Identified by the National Center for Education Statistics from State laws.

NCES projections through 1988, assuming no major changes in social policies occur before then, indicate that public enrollments will continue to decline in grades 9 through 12. This decline will directly result from the reduced birth rates in the 1960's. Nonpublic school enrollment will be quite stable, with some modest, irregular growth from 1.4 to 1.6 million in 10 years — an increase of 14 percent.

3 Completions and Attainments

The number of students finishing high school has grown considerably over the past 80 years. At the turn of the century, there were 6.4 high school graduates per 100 persons aged 17 (table 6 and figure 3); by 1954, that 6.4 had swelled to 60. And by 1977, the comparable figure was 75 percent. While this is a reasonable index of the trend of high school completion, it does not reflect the total proportion of our population completing high school. For persons aged 22, the percentage of high school completion has risen to 85 percent. The additions come from persons who graduate after 17, receive a GED, get a delayed diploma, go to night school, or enter college without a high school diploma. The proportion of 17-year-olds who actually graduate from high school peaked at slightly more than 75 percent in 1969 and has not changed appreciably since that year, nor does NCES project it to change.

Many attempts have been made to devise measures of effectiveness of our high schools, but none is completely satisfactory. We can consider the proportion of high school graduates going on to college. This figure increased during the 1960's and early 1970's. The participation rates for blacks and females are also rising. But we cannot

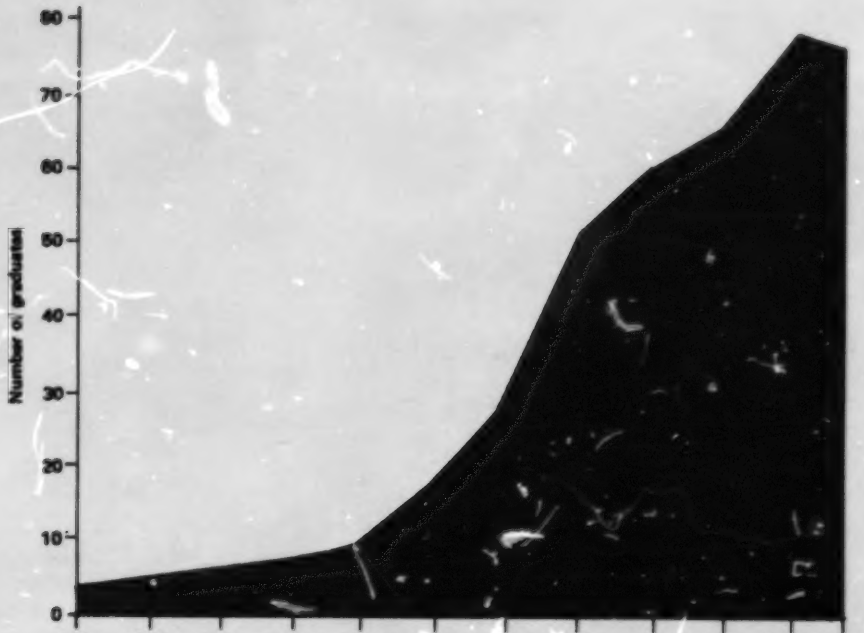
Table 6.--Number of high school graduates compared with population 17 years of age: United States, 1869-70 to 1976-77

School year	Population 17 years old[1]	High school graduates[2]			Number graduated per 100 persons 17 years of age
		Total	Boys	Girls	
1	2	3	4	5	6
1869-70	815,000	16,000	7,064	8,936	2.0
1879-80	946,026	23,634	10,605	13,029	2.5
1889-90	1,259,177	43,731	18,549	25,182	3.5
1899-1900	1,489,146	94,883	38,075	56,808	6.4
1909-10	1,786,240	156,429	63,676	92,753	8.8
1919-20	1,855,173	311,266	123,684	187,582	16.8
1929-30	2,295,822	666,904	300,376	366,528	29.0
1939-40	2,403,074	1,221,475	578,718	642,757	50.8
1941-42	2,425,574	1,242,375	576,717	665,658	51.2
1943-44	2,410,389	1,019,233	423,971	595,262	42.3
1945-46	2,254,738	1,080,033	466,926	613,107	47.9
1947-48	2,202,927	1,189,909	562,863	627,046	54.0
1949-50	2,034,450	1,199,700	570,700	629,000	59.0
1951-52	2,040,800	1,196,500	569,200	627,300	58.6
1953-54	2,128,600	1,276,100	612,500	663,600	60.0
1955-56	2,270,000	1,414,800	679,500	735,300	62.3
1957-58	2,324,000	1,505,900	725,500	780,400	64.8
1959-60	2,862,005	1,864,000	898,000	966,000	65.1
1961-62	2,768,000	1,925,000	941,000	984,000	69.5
1963-64	3,001,000	2,290,000	1,121,000	1,169,000	76.3
1965-66	3,515,000	2,632,000	1,308,000	1,324,000	74.9
1967-68	3,521,000	2,702,000	1,341,000	1,361,000	76.7
1969-70	3,825,343	2,896,000	1,433,000	1,463,000	75.7
1971-72	3,957,000	3,008,000	1,490,000	1,518,000	76.0
1973-74	4,096,000	3,080,000	1,515,000	1,565,000	75.2
1975-76	4,215,000	3,154,000	1,554,000	1,600,000	74.8
1976-77[4]	4,206,000	3,154,000	1,548,000	1,606,000	75.0

[1] Data from Bureau of the Census.
[2] Includes graduates of public and nonpublic schools.
[3] Revised since originally published.
[4] Preliminary data.

SOURCES: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *Statistics of State School Systems; Statistics of Public Elementary and Secondary Day Schools, Fall 1977; Statistics of Nonpublic Elementary and Secondary Schools;* and unpublished data.

Figure 3.–Number of high school graduates for each 100 persons 17 years of age: United States, 1869-70 to 1976-77



SOURCE: See table 6.

attribute either of these increases solely to the growing effectiveness of high schools. Other factors may contribute substantially — the emergence of the community college, increased financial aid, reduced employment opportunities, or perhaps even the lowering of college admission standards.

With those caveats in mind, let us look at the data (table 7). In 1954, 51 percent of the high school graduates entered college. In 1977, when the higher retention rates in high school provided a larger base of students eligible for college admission, 59 percent entered. In terms of numbers of students, this increased proportion of high school graduates going to college represented a threefold increase in the total number of entering freshmen. In 1954, of the 1.3 million seniors graduating, approximately 650,000 entered college; in 1977, of 3.2 million graduating, approximately 2 million entered college. Again it should be stressed that the increased rate of going on to college does not provide hard evidence that the high schools are more effective.

We read of more and more emphasis being placed on graduation requirements. Recently, New Jersey Education Commissioner Fred G. Burke recommended, and the Board of Education approved, the introduction of more stringent high school requirements. Higher Education Chancellor T. Edward Hollander reports that 80 percent of the students in New Jersey colleges have had some form of remedial education and that at least half of the freshmen being admitted will need some form of tutoring to avoid failing. New Jersey is but one example of a general recognition that high schools must turn out graduates better prepared for college study. At the same time, the high schools must address the educational needs of the 40 percent who are not going on to college. The transition from youth to adulthood is accelerated for this group.

The need for better preparation for the transition from high school to work or college was identified by the NCES National Longitudinal Study of the High School Class of 1972 (figure 4). In 1976, this group was asked to evaluate the training and counseling they had received during high school. Less than 13 percent agreed that their schools had provided counseling that helped them find employment or continue their education. Twenty-eight percent agreed that the schools did not offer enough practical work experience and should have placed more emphasis on vocational and technical programs.

Less than 13 percent agreed that their schools had provided counseling that helped them find employment or continue their education.

Table 7.--Estimated retention rates,[1] 5th grade through college entrance, in public and nonpublic schools: United States, 1924-32 to 1969-77

School year pupils entered 5th grade	Retention per 1,000 pupils who entered 5th grade								High school graduation		First-time college students
	5th grade	6th grade	7th grade	8th grade	9th grade	10th grade	11th grade	12th grade	Number	Year of graduation	
1	2	3	4	5	6	7	8	9	10	11	12
1924-25	1,000	911	798	741	612	470	384	344	302	1932	118
1926-27	1,000	919	824	754	677	552	453	400	333	1934	129
1928-29	1,000	939	847	805	736	624	498	432	378	1936	137
1930-31	1,000	943	872	824	770	652	529	463	417	1938	148
1932-33	1,000	935	889	831	786	664	570	510	455	1940	160
1934-35	1,000	953	892	842	803	711	610	512	467	1942	129
1936-37	1,000	954	895	849	839	704	554	425	393	1944	121
1938-39	1,000	955	908	853	796	655	532	444	413	1946	(2)
1940-41	1,000	968	910	836	781	697	566	507	481	1948	(2)
1942-43	1,000	954	909	847	807	713	604	539	505	1950	205
1944-45	1,000	952	929	858	848	748	650	549	522	1952	234
1946-47	1,000	954	945	919	872	775	641	583	553	1954	283
1948-49	1,000	984	956	929	863	795	706	619	581	1956	301
1950-51	1,000	981	968	921	886	809	709	632	582	1958	308
1952-53	1,000	974	965	936	904	835	746	667	621	1960	328
1954-55	1,000	980	979	948	915	855	759	684	642	1962	343
1956-57	1,000	986	984	948	930	871	790	728	676	1964	362
Fall 1958	1,000	983	979	961	946	908	842	761	732	1966	384
Fall 1960	1,000	990	973	967	952	913	858	787	749	1968	452
Fall 1962	1,000	987	977	967	959	928	860	790	750	1970	461
Fall 1964	1,000	988	985	976	975	942	865	791	748	1972	433
Fall 1966	1,000	989	986	985	985	959	871	783	744	1974	448
Fall 1968	1,000	992	992	991	983	958	869	786	749	1976	(2)
Fall 1969	1,000	992	986	986	984	959	876	789	744	1977	(2)

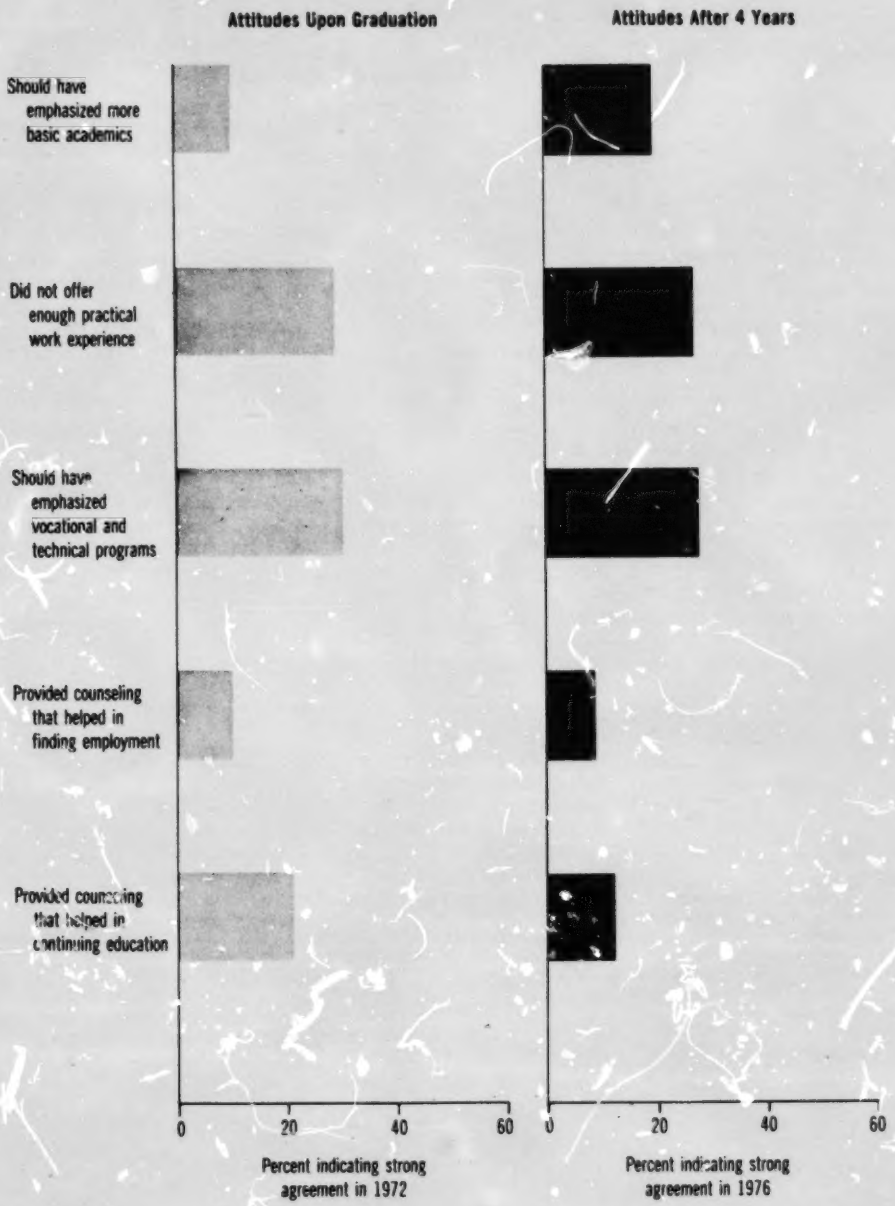
[1] Rates for the 5th grade through high school graduation are based on enrollments in successive grades in successive years in public elementary and secondary schools and are adjusted to include estimates for nonpublic schools. Rates for first-time college enrollment include full-time and part-time students enrolled in programs creditable toward a bachelor's degree.

[2] Data not available.

NOTE.--Beginning with the class in the 5th grade in 1958, data are based on fall enrollment and exclude ungraded pupils. The net effect of these changes is to increase high school graduation and college entrance rates slightly.

SOURCES: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *Biennial Survey of Education in the United States; Statistics of State School Systems; Fall Statistics of Public Elementary and Secondary Day Schools;* and unpublished data.

Figure 4.--Attitudes of young adults toward high school


Attitudes Upon Graduation
Attitudes After 4 Years
Should have emphasized more basic academics
Did not offer enough practical work experience
Should have emphasized vocational and technical programs
Provided counseling that helped in finding employment
Provided counseling that helped in continuing education
0
20
40
60
Percent indicating strong agreement in 1972
Percent indicating strong agreement in 1976

Source: U.S. Department of Health, Education and Welfare, National Center for Education Statistics, *The Condition of Education, 1979 Edition.*

17

Over the last 10 years, the National Assessment of Educational Progress (NAEP) has reported general achievement declines for 17-year-olds. The most recent assessment in mathematics, conducted in 1978, showed they had an average performance 4 percentage points lower than 17-year-olds in 1973. In 1969-70 and 1972-73, NAEP assessed the progress in science among 17-year-olds in school and found that in 3 years the mean change in assessment scores was a 3.2 percentage point decline. Similarly, NAEP assessments in reading in 1970-71 and 1974-75 showed a minor but measurable decline of 0.1 percentage points.

The impact of high school may also be seen in measures of income of persons 25 years or older (table 8). In 1978, the male high school graduate without college training had a median annual income 16 percent higher than his non-graduating counterpart and 29 percent higher than the male who had not attended high school at all. Among women, the high school graduate earned 22 percent more than the non-graduating female, and her median income was 30 percent higher than the woman with no high school work.

Table 8.--Annual median income of year-round, full-time workers 25 years old and over, by sex and educational attainment: 1969 and 1978

(In current dollars)

Year and sex	Elementary		High school		College		
	Less than 8 years	8 years	1 to 3 years	4 years	1 to 3 years	4 years	5 or more years
1	2	3	4	5	6	7	8
			Median income				
Males							
1969 . .	$ 5,769	$ 7,147	$ 7,958	$ 9,100	$10,311	$12,960	$13,788
1978 . .	10,747	12,695	14,199	16,396	17,411	20,941	23,578
Females							
1969 . .	$ 3,603	$ 3,971	$ 4,427	$ 5,280	$ 6,137	$ 7,396	$ 9,262
1978 . .	6,648	7,489	7,996	9,769	10,634	12,347	15,310
			Median income as a percent of high school graduates' median income				
Males							
1969 . .	63.4	78.5	87.5	100.0	113.3	142.4	151.5
1978 . .	63.9	79.1	86.6	100.0	106.2	127.7	143.8
Females							
1969 . .	68.2	75.2	83.8	100.0	116.2	140.1	175.4
1978 . .	68.1	76.7	81.9	100.0	108.9	126.4	156.7
			Females' median income as a percent of males' median income				
1969 . .	62.5	55.6	55.6	58.0	59.5	57.1	67.2
1978 . .	63.5	59.0	58.3	59.6	61.1	59.0	64.9

SOURCE: U.S. Department of Education, National Center for Education Statistics, *The Condition of Education, 1980 Edition.*

4 Minority and Sex Comparisons

In 1920, only 6 percent of non-whites aged 25 to 29 had completed 4 years of high school (table 9). These percentages have climbed to 12 percent in 1940, 23 percent in 1950, 39 percent in 1960, 58 percent in 1970 and 79 percent in 1978. Between blacks and whites, the completion gap has narrowed over the years (figure 5). In the upcoming decade, this gap should not shrink as rapidly as in the past decade. Separating blacks from Hispanics, their respective completion percentages were 75 percent and 58 percent in 1977. For Hispanics, males and females also differed significantly: 62 percent of the males completed 4 or more years of high school; only 55 percent of the females reached that level.

Another interracial comparison can be made for grade attainment in relation to age (table 10). In 1970, 5 percent of whites and 13 percent of blacks, aged 14 to 17, were enrolled two or more grades below the traditional grade for their age group. By 1977, the white percentage had changed to 3 percent, and the black percentage made a significant drop to 7 percent. There are no comparable 1970 data for Hispanics, but in 1977 their comparable percentage was 9 percent.

As enrollment figures show, there has been an improvement in the retention rate. Among people aged 14 to 34 years in 1970, 17.0 percent could be classified as dropouts. Just 7 years later, in 1977, that percentage had dropped to 13.6 percent. Most dramatically, the overall figure for blacks has dropped from 30.0 percent in 1970 to 20.4 percent in 1977.

According to the Census Bureau, 98.5 percent of 14- and 15-year-olds were enrolled in school in October 1977, with negligible differences among whites, blacks and Hispanics (table 11). The number of dropouts (persons who are not enrolled in school and are not high school graduates) first become significant at age 16 (table 12). For the 16- and 17-year-olds, 8.6 percent reportedly dropped out. The rate for females was 9.0 percent, slightly higher than the 8.3 percent for males. The data show that blacks in this age group have a dropout rate of 7.6 percent, compared to 8.8 percent for whites. However, when we look at the next age group, 18- and 19-year-olds, this pattern is reversed: the white rate is 15.9 percent and the black rate is 21.9 percent, indicating an accelerated dropout rate for blacks.

Between 1970 and 1977, blacks scored the most dramatic improvement in their dropout rate, which fell from 30.0 percent to 20.4 percent.

Dropouts cite a number of reasons for leaving school (table 13). Among females aged 18 to 21 in 1979, pregnancy is an important reason, especially for black females: 40 percent of those who left school cite this as the main reason. About one-third of the Hispanic and white females who drop out of school cite pregnancy or marriage as their reason. Over one-quarter of male dropouts leave because

they simply do not like school. Forty percent of Hispanic males drop out for economic reasons (home responsibilities, work, financial difficulties). Expulsion, suspension, lack of ability or poor grades also are factors in dropping out of school.

One of the criticisms often leveled at the high school, perhaps unfairly, is that the student is not provided with systematic feedback about his or her own interests and abilities, job-related values, job knowledge and generally useful skills (figure 6). In 1973-74, NAEP showed that within each racial group, out-of-school 17-year-olds performed far below students in these areas. On the other hand, a NAEP survey in 1978 showed that blacks did not have the same degree of consumer skills as whites. Black 17-year-olds in school scored 12.9 percent below average, while their white counterparts scored 2.5 percent above.

Table 9.--Level of school completed by persons age 25 and over and 25 to 29, by race: United States, 1910 to 1978

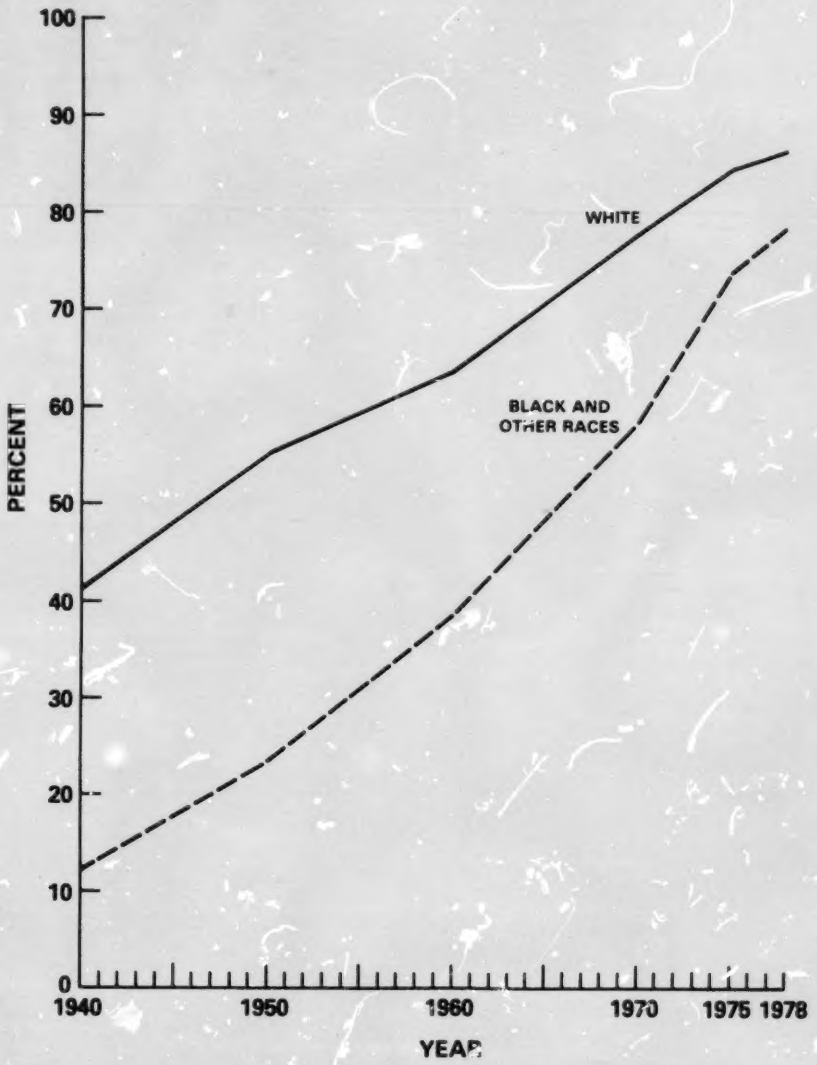
Race, age, and date	Percent, by level of school completed			Median school years completed	Race, age, and date	Percent, by level of school completed			Median school years completed
	Less than 5 years of elementary school	4 years of high school or more	4 or more years of college			Less than 5 years of elementary school	4 years of high school or more	4 or more years of college	
1	2	3	4	5	1	2	3	4	5
All races:									
25 and over:					25 to 29:				
1910[1]	23.8	13.5	2.7	8.1	1920[1]	12.9	22.0	4.5	8.5
1920[1]	22.0	16.4	3.3	8.2	April 1940	3.4	41.2	6.4	10.7
1930[1]	17.5	19.1	3.9	8.4	April 1950	3.2	55.[illegible]	8.1	12.2
April 1940	13.5	24.1	4.6	8.6	April 1960	2.2	69.7	11.8	12.3
April 1950	10.8	33.4	6.0	9.3	March 1970	0.9	77.8	17.3	12.6
April 1960	8.3	41.1	7.7	10.5	March 1975	1.0	84.5	22.9	12.8
March 1970	5.3	55.2	11.0	12.2	March 1978	0.8	86.3	24.5	12.9
March 1975	4.2	62.6	13.9	12.3					
March 1978	3.6	65.9	15.7	12.4	*Black and other races*				
25 to 29:					25 and over:				
April 1940	5.9	37.8	5.8	10.4	April 1940	41.8	7.7	1.3	5.7
April 1950	4.6	51.7	7.7	12.1	April 1950	31.4	13.4	2.2	6.9
April 1960	2.8	60.7	11.1	12.3	April 1960	23.5	21.7	3.5	8.2
April 1970	1.1	75.4	16.4	12.6	March 1970	14.7	36.1	6.1	10.1
March 1975	1.0	83.2	22.0	12.8	March 1975	11.8	46.4	9.1	11.4
March 1978	0.9	85.3	23.3	12.9	March 1978	9.6	50.6	10.0	12.0
White					25 to 29:				
25 and over:					1920[1]	44.6	6.3	1.2	5.4
April 1940	10.9	26.1	4.9	8.7	April 1940	26.7	12.1	1.6	7.1
April 1950	8.7	35.5	6.4	9.7	April 1950	15.4	23.4	2.9	8.7
April 1960	6.7	43.2	8.1	10.8	April 1960	7.2	38.6	5.4	10.8
March 1970	4.2	57.4	11.6	12.2	March 1970	2.2	58.4	10.0	12.2
March 1975	3.3	64.6	14.5	12.4	March 1975	0.7	73.8	15.2	12.6
March 1978	2.8	67.9	16.4	12.5	March 1978	1.3	78.5	15.3	12.7

[1] Estimates based on retrojection of 1960 census data on education by age.

NOTE.--Prior to 1950, data exclude Alaska and Hawaii. Data for 1975 and 1978 are for the noninstitutional population.

SOURCES: U.S. Department of Commerce, Bureau of the Census, *1960 Census of Population*, Vol. 1, Part 1; *Current Population Reports*, Series P-20; Series P-19, No. 4; and 1960 Census Monograph, *Education of the American Population*, by John K. Folger and Charles B. Nam.

Figure 5.--Percent of persons 25 to 29 years old completing 4 years of high school or more



Source: U.S. Department of Health, Education and Welfare, National Center for Education Statistics, *Digest of Education Statistics, 1979.*

Table 10.--Persons 14 to 17 years old enrolled 2 or more years below modal grade as a percentage of all 14-17-year-olds enrolled, by race, region, and type of area: 1970 to 1977

Region and type of area	1970			1971			1973		
	Total	White	Black	Total	White	Black	Total	White	Black
1	2	3	4	5	6	7	8	9	10
United States	5.5	4.5	12.6	5.3	4.3	12.0	3.9	3.1	9.7
Metropolitan area	4.5	3.4	11.7	4.5	3.5	10.3	3.6	2.7	8.8
Nonmetropolitan area	7.3	6.4	14.7	6.7	5.6	16.1	4.7	3.8	12.4
Northeast	4.7	4.1	9.8	4.6	4.1	8.9	3.7	2.8	11.4
Metropolitan area	4.7	4.1	12.7	2.8	2.2	6.4	3.6	2.8	8.5
Nonmetropolitan area	4.5	4.1	(1)	3.6	3.4	(1)	2.8	2.6	(1)
Central	3.5	2.6	12.3	3.1	2.7	6.7	3.3	2.8	8.8
Metropolitan area	3.5	1.9	9.1	4.5	3.7	9.3	3.7	2.5	11.6
Nonmetropolitan area	3.5	3.5	(1)	4.8	4.9	(1)	3.7	3.7	(1)
South	10.2	8.8	15.2	9.4	7.4	16.1	5.7	4.3	10.5
Metropolitan area	8.2	6.3	15.6	8.0	6.1	15.2	5.0	3.9	9.0
Nonmetropolitan area	12.2	11.3	14.8	10.8	9.0	17.0	6.5	4.7	12.5
West	1.8	1.8	2.9	2.9	2.7	6.5	2.2	2.1	1.8
Metropolitan area	1.2	1.2	1.2	2.4	2.2	5.6	1.5	1.5	1.8
Nonmetropolitan area	3.3	3.2	(1)	4.0	3.7	(1)	4.8	4.4	(1)

	1975			1977		
	Total	White	Black	Total	White	Black
United States	4.1	3.3	9.1	3.5	2.9	6.8
Metropolitan area	3.7	2.8	8.3	3.2	2.6	6.0
Nonmetropolitan area	5.1	4.2	11.7	4.1	3.5	8.9
Northeast	3.3	2.8	6.7	3.6	3.2	6.1
Metropolitan area	3.1	2.5	6.3	3.3	3.1	5.9
Nonmetropolitan area	4.0	3.7	(1)	3.7	3.6	(1)
Central	3.2	2.6	6.8	1.9	1.6	4.3
Metropolitan area	3.4	2.5	9.4	1.9	1.4	4.5
Nonmetropolitan area	2.7	2.8	(1)	1.8	1.8	(1)
South	6.8	5.5	11.1	5.5	4.6	8.7
Metropolitan area	6.2	5.0	10.2	5.0	4.0	8.3
Nonmetropolitan area	7.6	6.1	12.3	6.2	5.3	9.2
West	2.1	1.6	3.1	2.3	2.1	2.5
Metropolitan area	1.7	1.2	3.2	2.0	2.0	2.6
Nonmetropolitan area	3.1	2.8	(1)	3.0	2.5	(1)

[1] Base less than 50,000.

SOURCE: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *The Condition of Education Report, 1979 edition.*

Table 11.–Percent of the population 3 to 34 years old enrolled in school,[1] by race, sex, and age: United States, October 1977

Sex and age	All races	White	Black	Spanish origin[2]
1	2	3	4	5
BOTH SEXES				
Total, 3 to 34 years	**52.5**	**51.9**	**57.7**	**50.8**
3 and 4 years	32.0	31.1	35.2	19.5
5 and 6 years	95.8	95.6	96.5	93.7
7 to 9 years	99.5	99.5	99.3	99.0
10 to 13 years	99.4	99.4	99.0	99.3
14 and 15 years	98.5	98.5	98.8	97.6
16 and 17 years	88.9	88.5	90.8	83.6
18 and 19 years	46.2	45.5	48.3	40.6
20 and 21 years	31.8	31.8	29.5	23.1
22 to 24 years	16.5	16.3	15.2	10.8
25 to 29 years	10.8	10.6	11.3	9.3
30 to 34 years	6.9	6.6	9.0	6.0
MALE				
Total, 3 to 34 years	**54.3**	**53.3**	**60.3**	**54.7**
3 and 4 years	31.1	31.7	32.4	23.2
5 and 6 years	94.7	94.3	96.0	91.4
7 to 9 years	99.5	99.6	99.1	100.0
10 to 13 years	99.2	99.3	98.6	98.7
14 and 15 years	98.7	98.7	99.0	99.1
16 and 17 years	90.0	89.5	92.5	89.4
18 and 19 years	48.4	47.7	50.5	43.1
20 and 21 years	34.6	34.7	31.0	22.8
22 to 24 years	19.7	19.4	18.5	16.0
25 to 29 years	12.6	12.6	12.1	13.1
30 to 34 years	7.1	6.8	9.2	6.4
FEMALE				
Total, 3 to 34 years	**50.7**	**49.9**	**55.4**	**47.6**
3 and 4 years	32.0	30.5	38.1	15.8
5 and 6 years	96.9	96.9	97.0	96.3
7 to 9 years	99.5	99.5	99.4	97.9
10 to 13 years	99.6	99.6	99.4	99.9
14 and 15 years	98.3	98.4	98.5	95.9
16 and 17 years	87.7	87.4	89.1	77.4
18 and 19 years	44.0	43.4	46.3	38.5
20 and 21 years	29.1	29.0	28.2	23.4
22 to 24 years	13.6	13.3	14.6	6.2
25 to 29 years	9.1	8.8	10.7	5.9
30 to 34 years	6.7	6.3	8.9	5.6

[1] Includes enrollment in any type of graded public, parochial, or other private school in the regular school system. Includes nursery schools, kindergartens, elementary schools, high schools, colleges, universities, and professional schools. Attendance may be on either a full-time or part-time basis and during the day or night. Enrollments in "special" schools, such as trade schools or business colleges, are not included.

[2] Persons of Spanish origin may be of any race.

NOTE.–Data are based upon a sample survey of the civilian noninstitutional population.

SOURCE: U.S. Department of Commerce, Bureau of the Census, *Current Population Reports*, Series P-20, No. 278.

Table 12.--Percent of high school droputs among persons 14 to 34 years old, by age, race, and sex: United States, October 1970 and October 1977

Race and sex	Total, 14 to 34 years	14 and 15 years	16 and 17 years	18 and 19 years	20 and 21 years	22 to 24 years	25 to 29 years	30 to 34 years
1	2	3	4	5	6	7	8	9
October 1970								
All races:								
Total	17.0	1.8	8.0	16.2	16.6	18.7	22.5	26.5
Male	16.2	1.7	7.1	16.0	16.1	17.9	21.4	26.2
Female	17.7	1.9	8.9	16.3	16.9	19.4	23.6	26.8
White:								
Total	15.2	1.7	7.3	14.1	14.6	16.3	19.9	24.6
Male	14.4	1.7	6.3	13.3	14.1	15.3	19.0	24.2
Female	16.0	1.8	8.4	14.8	15.1	17.2	20.7	24.9
Black:								
Total	30.0	2.4	12.8	31.2	29.6	37.8	44.4	43.5
Male	30.4	2.0	13.3	36.4	29.6	39.5	43.1	45.9
Female	29.5	2.8	12.4	26.6	29.6	36.4	45.6	41.5
October 1977								
All races:								
Total	13.6	1.4	5.6	16.6	15.7	15.2	14.3	18.2
Male	13.2	1.3	8.3	17.7	16.9	15.1	12.7	17.4
Female	14.0	1.5	9.0	15.6	14.5	15.3	15.8	19.0
White:								
Total	12.7	1.4	8.8	15.9	14.5	14.0	13.0	16.7
Male	12.4	1.3	8.6	17.0	15.6	14.5	11.2	16.2
Female	13.0	1.4	9.1	14.8	13.5	13.5	14.8	17.1
Black:								
Total	20.4	1.2	7.6	21.9	24.5	25.0	24.2	32.1
Male	20.0	1.0	6.9	23.8	27.5	21.8	25.8	30.6
Female	20.8	1.5	8.4	20.3	22.0	27.5	22.9	33.3

NOTE.--Dropouts are persons who are not enrolled in school and who are not high school graduates. Data are based upon sample surveys of the civilian noninstitutional population.

SOURCES: U.S. Department of Commerce, Bureau of the Census, *Current Population Reports*, Series P-20, No. 222 and No. 321.

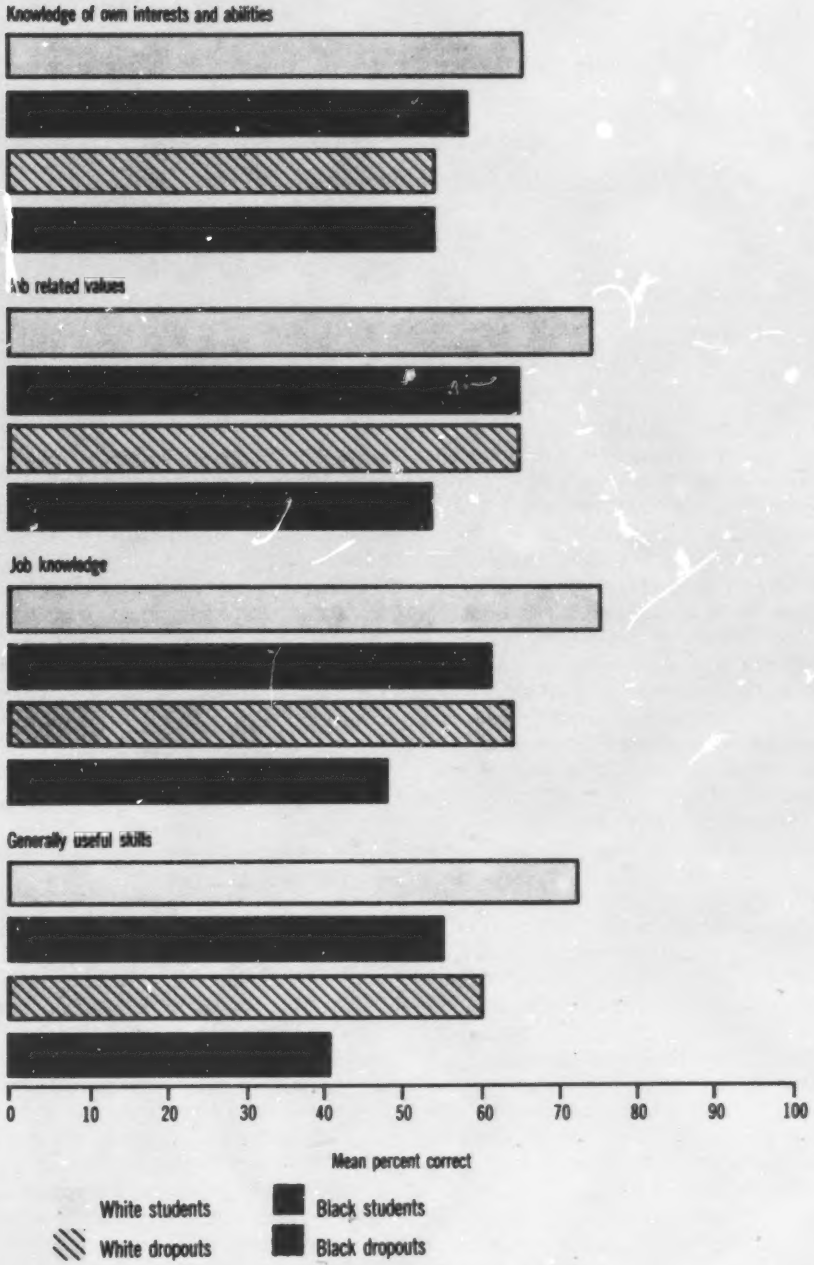
Table 13.--Self-reported major reasons for dropping out of high school, by 18-21-year-olds not enrolled in school who had completed less than 12 years of school, by sex and race/ethnicity: 1978

(Percent distributions)

Main reason for leaving school	All persons	Female			Male		
		Black	Hispanic	White	Black	Hispanic	White
1	2	3	4	5	6	7	8
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Received degree, completed coursework	3.9	2.8	1.4	5.9	3.8	6.6	2.3
Getting married	8.2	4.2	16.1	17.1	1.0	2.0	2.3
Pregnancy	9.7	40.4	16.8	14.5	0.0	0.0	0.0
Other reasons, didn't like school	27.5	14.7	13.8	23.3	28.9	24.2	37.4
Lack of ability, poor grades	6.3	4.6	1.4	5.5	8.1	2.3	8.5
Home responsibilities	5.4	9.7	5.6	5.9	4.2	11.3	3.2
Offered good work, chose to work	10.6	3.9	7.4	6.3	13.5	18.9	14.9
Financial difficulties, couldn't afford to attend	4.8	2.3	9.8	3.2	7.5	10.7	4.4
Entered military	0.9	0.0	0.0	0.1	1.5	2.5	1.6
Expelled or suspended	6.2	4.8	0.9	1.1	13.5	6.0	10.4
School too dangerous	0.8	0.9	0.5	1.5	0.4	0.0	0.5
Moved away from school	2.8	0.0	3.2	3.6	2.1	3.0	2.2
Other	12.8	11.7	20.3	11.8	15.4	12.2	12.1

SOURCE: Preliminary data from the Department of Labor's National Longitudinal Survey of Labor Force Behavior, Youth Survey, 1979.

Figure 6.--Career knowledge, values, and skills of 17-year-olds



Source: U.S. Department of Health, Education and Welfare, National Center for Education Statistics, *The Condition of Education, 1979 Edition.*

5
Teachers

The declining birth rates — and the consequent drop in enrollments — has already been noted. For the first time in decades, education is referred to as a declining enterprise. The secondary schools have been in this mode for the last 3 years. Since education is a labor-intensive industry, it is important to observe how this decline is affecting teachers, their numbers and their employment prospects.

The impact of declining enrollments is greater at the secondary level than at the elementary level because of the traditional neighborhood character of the elementary school. Since no neighborhood wants its schools closed, the closings and consolidations have proven to be a slow process. As a result, elementary teachers have often taught classes that were smaller than would otherwise be desirable. Secondary schools, on the other hand, have tended to have relatively large enrollments which could be consolidated by merging classes without closing schools. Therefore, enrollment decreases in secondary schools are more likely to be accompanied by corresponding decreases in the number of teachers employed in these schools.

The number of public secondary teachers peaked at 1,024,000 in 1977, 2 years after the peak in public secondary enrollment (table 14). From 1968 to 1977, the number of teachers increased by 19 percent. The declines since 1977 have been minor. However, a significant drop is anticipated starting in 1980, when the total number of secondary teachers in public schools is expected to be less than a million for the first time since 1974. In the nonpublic sector, the relationship between enrollments and teachers is expected to remain stable.

Looking at the pupil-teacher ratio in the public sector, we find a pattern of constant decline which is expected to continue (table 15). In 1977, the pupil-teacher ratio was 18.2. In 1968, the ratio was 12 percent higher at 20.4. In 1978, the ratio declined 6 percent in *one year* to a level of 17.2. Similar dramatic declines in this ratio are not anticipated; however, convergence to the current nonpublic school ratio of 16.5 might be expected around the mid-1980's.

The demand for teachers, except in highly specialized areas, has been declining and is projected to continue so through the early 1980's. In the early 1970's, when the demand for additional teachers was decreasing, the supply of new teachers boomed from 233,000 in 1968 to 317,000 in 1972. This resulted in a large surplus of teachers. In the mid-1970's, as the surplus of teachers grew, the job market for college graduates in general tightened. Also in the mid-1970's, budgetary constraints began to be imposed more severely on school systems. One reaction to these budgetary constraints was to hire beginning teachers or teachers with few years of experience, since years of teaching experience is often a key element in determining teacher's salaries. A tight job market limited opportunities in other fields. The interaction of these factors resulted in a reduced turnover rate for experienced teachers. This development reduced even further the job prospects of recent graduates — not to mention experienced teachers who had left the profession but wished to return.

The demand for teachers, except in highly specialized areas, has been declining and is projected to continue so through the early 1980's.

At first glance, with fewer teachers leaving the profession, one would expect the average age of the teaching force to increase. However, the table below, based on unpublished sample data from the Bureau of Labor Statistics, indicates that just the opposite has occurred.

Year	Percent of teachers, by age				
	24 and under	25-34	35-44	45-54	55 and over
1968	16.4	26.2	22.4	17.1	18.0
1969	17.5	26.6	22.3	17.3	16.2
1970	17.3	27.3	22.9	27.0	15.5
1971	16.3	30.9	22.2	16.1	14.1
1972	16.4	34.5	21.4	15.1	12.7
1973	17.2	35.6	19.9	16.1	11.2
1974	14.7	38.4	20.9	17.1	8.9
1975	13.0	38.7	22.1	15.9	10.1
1976	11.8	38.4	23.0	16.4	10.3
1977	11.8	36.8	23.2	17.9	10.3
1978	9.8	40.9	22.5	16.9	10.2

This table shows that the proportion of teachers 55 years old and over has decreased about 8 percent from 1968 to 1978, while the proportion of teachers 34 years old and under has increased 8 percent. If 55 is taken as a minimum retirement age, then 73 percent of the teaching force in 1978 were more than 10 years away from the minimum retirement age, compared to only 65 percent in 1968.

These figures are significant in that, without careful planning, the Nation could experience a "boom-bust" cycle in training of teacher personnel similar to that recently felt by the aerospace industry. As the demand in the near future continues to decline, not only may the younger teachers currently in the system be forced out, but fewer college students will aspire to teaching careers. This situation highlights the need for careful planning, as well as full utilization of the current reserve pool of teachers.

Recent NCES surveys indicate that, while there are no overall teacher shortages, there are both subject matter and geographic maldistributions. Shortages have been identified in special education, bilingual education and mathematics. These shortages are disproportionately high in the Southeast and relatively low in the North Atlantic Region.

The average annual salaries of classroom teachers have risen each year (table 16), but in constant dollar terms they actually declined in 1973, and again in 1974, and are now barely back to the 1972 high. In terms of constant dollars, the 1977-78 mean salaries of instructional staff were 5.6 percent above the salary levels of 10 years before. Teachers working full-time in February 1978 who earned a bachelor's degree the prior year received an average annual salary of $9,200 from full-time teaching jobs, 79 percent of the average annual starting salary of their nonteaching contemporaries with bachelor's degrees (figure 7). The beginning salaries of teachers were lower than beginning salaries for any other college graduates of that year, except for social workers.

Table 14.—Number of classroom teachers in regular elementary and secondary day schools, with alternative projections, by control and level of institutions: United States, fall 1968–88

(In thousands)

Year (fall)	Public and nonpublic			Public			Nonpublic		
	K–12	Elementary	Secondary	K–12	Elementary	Secondary	K–12	Elementary	Secondary
1	2	3	4	5	6	7	8	9	10
1968	2,161	1,223	938	1,936	1,076	860	225	147	78
1969	2,245	1,260	985	2,014	1,108	906	231[1]	152	79
1970	2,288	1,281	1,007	2,055	1,128	927	233	153	80
1971	2,293	1,262	1,031	2,063	1,111[1]	952	230[1]	151	79
1972	2,332	1,291	1,041	2,103	1,140[1]	963	229[1]	151	78
1973	2,271	1,305	1,066	2 138	1,152[1]	986[1]	233[1]	153	80
1974	2,404	1,324	1,080	2,165	1,167[1]	998[1]	239[1]	157	82
1975	2,444	1,344	1,100	2,196	1,180[1]	1,016	248	164	84
1976	2,449	1,341	1,108	2,186	1,166	1,020	263	175	88
1977	2,470	1,359	1,111	2,209	1,185	1,024[1]	261	174	87
1978	2,460	1,352	1,108	2,199	1,178	1,021	261	174	87
				Intermediate alternative projection					
1979	2,437	1,326	1,112	2,169	1,147	1,022	268	178	90
1980	2,413	1,324	1,089	2,141	1,144	998	271	180	91
1981	2,386	1,321	1,065	2,114	1,139	975	272	182	90
1982	2,357	1,311	1,046	2,091	1,135	955	266	175	91
1983	2,360	1,327	1,033	2,084	1,137	946	277	190	87
1984	2,370	1,347	1,023	2,090	1,150	940	280	197	83
1985	2,393	1,375	1,018	2,108	1,175	933	285	200	85
1986	2,426	1,418	1,009	2,135	1,216	919	292	202	90
1987	2,463	1,469	994	2,164	1,264	901	298	205	93
1988	2,501	1,529	971	2,194	1,318	876	306	211	95
				Low alternative projection					
1979	2,413	1,301	1,112	2,148	1,126	1,022	266	176	90
1980	2,368	1,286	1,082	2,101	1,110	991	267	176	91
1981	2,322	1,269	1,053	2,057	1,094	963	265	175	90
1982	2,276	1,246	1,030	2,017	1,078	939	259	168	91
1983	2,260	1,248	1,012	1,993	1,068	925	267	180	87
1984	2,252	1,253	998	1,983	1,068	915	268	185	83
1985	2,256	1,266	989	1,984	1,080	904	272	187	85
1986	2,269	1,292	977	1,991	1,104	887	277	187	90
1987	2,284	1,324	960	2,001	1,134	867	283	190	93
1988	2,300	1,363	936	2,011	1,169	841	289	194	95

SOURCES: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics publications: (a) *Statistics of Public Elementary and Secondary Day Schools*, (b) *Bulletin: Selected Public and Private Elementary and Secondary Education Statistics*, October 23, 1979, (c) *Statistics of Nonpublic Elementary and Secondary Schools*.

Table 15.--Pupil-teacher ratios in regular elementary and secondary day schools, with alternative projections, by control and level of institution: United States, fall 1968-88

Year (fall)	Public		Nonpublic	
	Elementary	Secondary	Elementary	Secondary
1	2	3	4	5
1968	25.4	20.4	29.8	17.3
1969	24.8	20.0	27.8[1]	16.9[1]
1970	24.4	19.8	26.5	16.4
1971	24.9	19.3	25.5[1]	16.4[1]
1972	24.0	19.1	24.6[1]	16.4[1]
1973	22.9	19.3	23.6[1]	16.4[1]
1974	22.6	18.7	22.7[1]	16.4[1]
1975	21.7	18.8	21.7[1]	16.4[1]
1976	21.8	18.5	20.8	16.4
1977	21.1	18.2	20.5	16.4
1978	21.3	17.2	20.4	16.5
		Intermediate alternative projection		
1979	20.9	17.2	20.1	16.4
1980	20.7	17.1	19.9	16.4
1981	20.5	17.0	19.7	16.4
1982	20.2	16.9	19.5	16.4
1983	20.0	16.8	19.4	16.4
1984	19.8	16.7	19.2	16.4
1985	19.6	16.7	19.1	16.4
1986	19.3	16.6	19.0	16.4
1987	19.1	16.6	18.9	16.4
1988	18.9	16.5	18.8	16.4
		Low alternative projection		
1979	20.5	17.2	19.8	16.4
1980	20.0	17.0	19.4	16.4
1981	19.6	16.8	19.0	16.4
1982	19.2	16.6	18.6	16.4
1983	18.7	16.4	18.3	16.4
1984	18.3	16.3	18.0	16.4
1985	17.8	16.1	17.8	16.4
1986	17.4	16.0	17.5	16.4
1987	16.9	15.9	17.3	16.4
1988	16.5	15.8	17.1	16.4
		High alternative projection		
1979	21.3	17.2	20.4	16.4
1980	21.3	17.2	20.4	16.4
1981	21.3	17.2	20.4	16.4
1982	21.3	17.2	20.4	16.4
1983	21.3	17.2	20.4	16.4
1984	21.3	17.2	20.4	16.4
1985	21.3	17.2	20.4	16.4
1986	21.3	17.2	20.4	16.4
1987	21.3	17.2	20.4	16.4
1988	21.3	17.2	20.4	16.4

[1]Estimated.

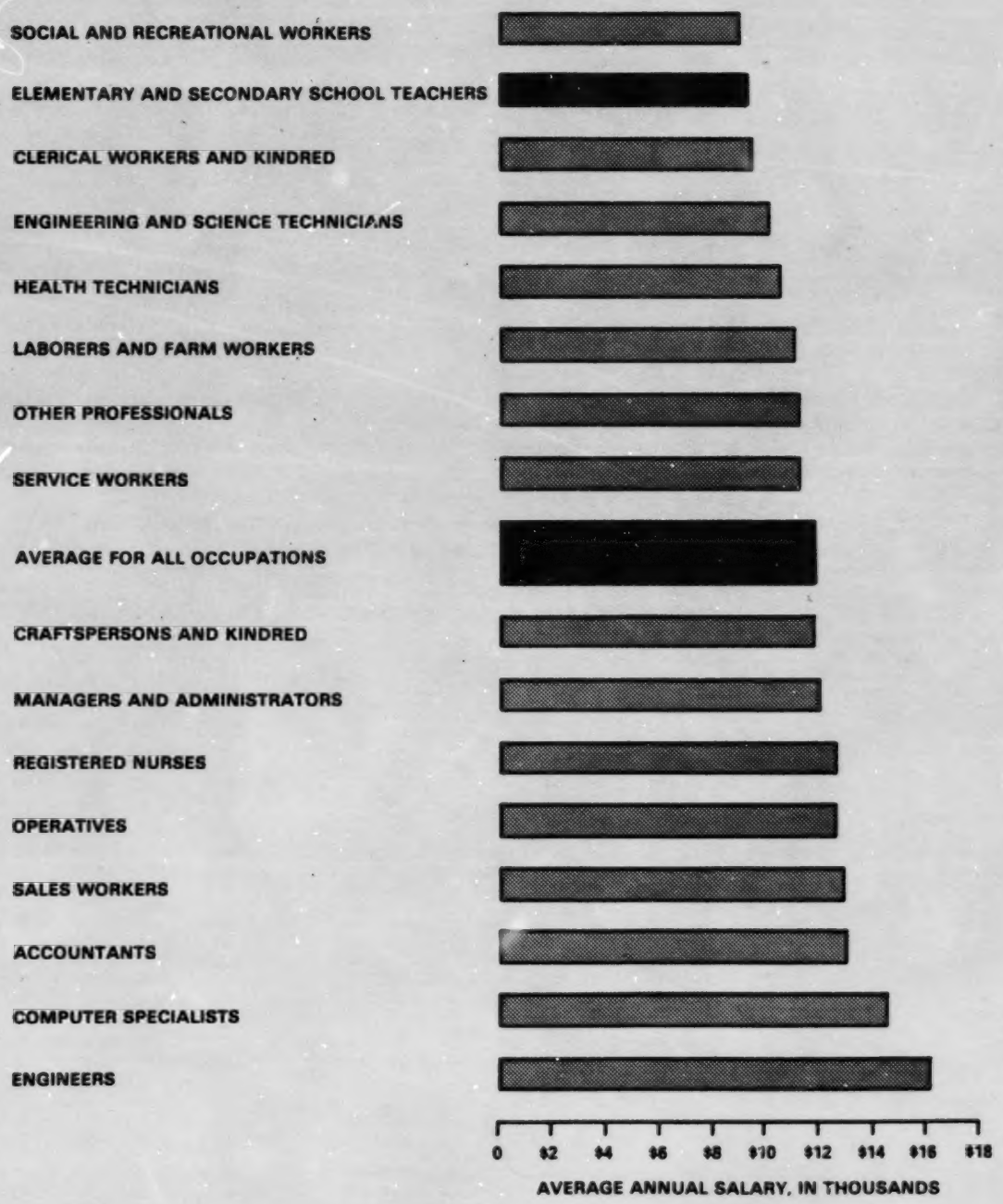
SOURCES: U.S. Department of Health, Education and Welfare, National Center for Education Statistics publications: (a) *Statistics of Public Elementary and Secondary Day Schools,* (b) *Bulletin: Selected Public and Private Elementary and Secondary Education Statistics,* October 23, 1979, (c) *Statistics of Nonpublic Elementary and Secondary Schools.*

Table 16.–Estimated average annual salary of classroom teachers in public elementary and secondary schools: United States, 1955-56 to 1977-78

School year	Average salary (in dollars)			Average salary index (1955-56 = 100.0)		
	All teachers	Elementary teachers	Secondary teachers	All teachers	Elementary teachers	Secondary teachers
1	2	3	4	5	6	7
1955-56	$4,055	$3,852	$4,409	100.0	100.0	100.0
1956-57	4,239	4,044	4,581	104.5	106.0	103.9
1957-58	4,571	4,373	4,894	112.7	113.5	111.0
1958-59	4,797	4,607	5,113	118.3	119.6	116.0
1959-60	4,995	4,815	5,276	123.2	125.0	119.7
1960-61	5,275	5,075	5,543	130.1	131.7	125.7
1961-62	5,515	5,340	5,775	136.0	138.6	131.0
1962-63	5,732	5,560	5,980	141.4	144.3	135.6
1963-64	5,995	5,805	6,266	147.8	150.7	142.1
1964-65	6,195	5,985	6,451	152.8	155.4	146.3
1965-66	6,485	6,279	6,761	159.9	163.0	153.3
1966-67	6,830	6,622	7,109	168.4	171.9	161.2
1967-68	7,423	7,208	7,692	183.1	187.1	174.5
1968-69	7,952	7,718	8,210	196.1	200.4	186.2
1969-70	8,635	8,412	8,891	212.9	218.4	201.7
1970-71	9,269	9,021	9,568	228.6	234.2	217.0
1971-72	9,705	9,424	10,031	239.3	244.7	227.5
1972-73	10,176	9,893	10,507	250.9	256.8	238.3
1973-74	10,778	10,507	11,077	265.8	272.8	251.2
1974-75	11,650	11,297	11,956	287.3	293.3	271.2
1975-76	12,600	12,301	12,950	310.7	319.3	293.7
1976-77	13,357	13,025	13,775	329.4	338.1	312.4
1977-78	14,244	13,902	14,680	351.3	360.9	333.0

SOURCE: National Education Association, annual *Estimates of School Statistics.* Latest edition copyright © 1978 by the National Education Association. All rights reserved.)

Figure 7.--Salary comparisons of teachers and other workers



Source: U.S. Department of Health, Education and Welfare, National Center for Education Statistics, *The Condition of Education, 1979 Edition.*

6
Finance

School finance at the elementary/secondary level is no longer the province of a small number of State and local officials; it increasingly involves a wide range of complex issues attracting greater participation and interest of other professionals, the Federal Government, and the general public.

Historically, the major source of financial support for education in this country has been the local government

Table 17.–Revenue receipts of public elementary and secondary schools from Federal, State, and local sources: United States, 1919-20 to 1976-77

School year	Total	Federal	State	Local (including intermediate)[1]	School year	Total	Federal	State	Local (including intermediate)[1]
1	2	3	4	5	1	2	3	4	5
	AMOUNT IN THOUSANDS OF DOLLARS					PERCENTAGE DISTRIBUTION			
1919-20	$ 970,120	$ 2,475	$ 160,085	$ 807,561	1919-20	100.0	0.3	16.5	83.2
1929-30	2,088,557	7,334	353,670	1,727,553	1929-30	100.0	.4	16.9	82.7
1939-40	2,260,527	39,810	684,354	1,536,363	1939-40	100.0	1.8	30.3	68.0
1941-42	2,416,580	34,305	759,993	1,622,281	1941-42	100.0	1.4	31.4	67.1
1943-44	2,604,322	35,886	859,183	1,709,253	1943-44	100.0	1.4	33.0	65.6
1945-46	3,059,8[illegible]	41,378	1,062,057	1,956,409	1945-46	100.0	1.4	34.7	63.9
1947-48	4,311,534	120,270	1,676,362	2,514,902	1947-48	100.0	2.8	38.9	58.3
1949-50	5,437,044	155,848	2,135,689	3,115,507	1949-50	100.0	2.9	39.8	57.3
1951-52	6,423,816	227,711	2,478,596	3,717,507	1951-52	100.0	3.5	38.6	57.8
1953-54	7,866,852	355,237	2,944,103	4,567,512	1953-54	100.0	4.5	37.4	58.1
1955-56	9,686,677	441,442	3,828,886	5,416,350	1955-56	100.0	4.6	39.5	55.9
1957-58	12,181,513	486,484	4,800,368	6,894,661	1957-58	100.0	4.0	39.4	56.6
1959-60	14,746,618	651,639	5,768,047	8,326,932	1959-60	100.0	4.4	39.1	56.5
1961-62	17,527,707	760,975	6,789,190	9,977,542	1961-62	100.0	4.3	38.7	56.9
1963-64	20,544,182	896,956	8,078,014	11,569,213	1963-64	100.0	4.4	39.3	56.3
1965-66	25,356,858	1,996,954	9,920,219	13,439,686	1965-66	100.0	7.9	39.1	53.0
1967-68	31,903,064	2,806,469	12,275,536	16,821,063	1967-68	100.0	8.8	38.5	52.7
1969-70	40,266,923	3,219,557	16,062,776	20,984,589	1969-70	100.0	8.0	39.9	52.1
1971-72	50,003,645	4,467,969	19,133,256	26,402,420	1971-72	100.0	8.9	38.3	52.8
1973-74	58,230,892	4,930,351	24,113,409	29,187,132	1973-74	100.0	8.5	41.4	50.1
1975-76	70,802,804	6,210,343	31,065,354	33,527,107	1975-76	100.0	8.8	43.9	47.4
1976-77	75,322,532	6,629,498	32,688,903	36,004,134	1976-77	100.0	8.8	43.4	47.8

[1] Includes a relatively small amount from nongovernmental sources (gifts and tuition and transportation fees from patrons). These sources accounted for 0.4 percent of total revenue receipts in 1967-68.

NOTE.–Beginning in 1959-60, includes Alaska and Hawaii. Because of rounding, details may not add to totals.

SOURCES: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *Statistics of State School Systems;* and *Revenues and Expenditures for Public Elementary and Secondary Education.*

Table 18.--Total and current expenditure per pupil in average daily attendance in public elementary and secondary schools: United States, 1929-30 to 1977-78

School year	Unadjusted dollars		Adjusted dollars (1977-78 purchasing power)[1]	
	Total[2]	Current[3]	Total[3]	Current[3]
1	2	3	4	5
1929-30	$108	$87	$395	$318
1931-32	97	81	421	351
1933-34	78	67	359	317
1935-36	88	74	401	337
1937-38	100	84	437	367
1939-40	106	88	475	394
1941-42	110	98	442	394
1943-44	125	117	575	538
1945-46	145	136	498	467
1947-48	203	179	545	481
1949-50	239	209	685	553
1951-52	313	244	746	581
1953-54	351	265	817	617
1955-56	388	294	904	685
1957-58	449	341	984	747
1959-60	472	375	1,006	799
1961-62	530	419	1,104	873
1963-64	559	460	1,135	934
1965-66	654	537	1,283	1,053
1967-68	786	658	1,447	1,211
1969-70	955	816	1,584	1,353
1971-72	1,128	990	1,717	1,507
1973-74	1,364	1,207	2,076	1,837
1975-76	1,699	1,509	1,918	1,704
1976-77	1,816	1,638	1,938	1,748
1977-78				
1977-78[4] ...	1,953	1,739	1,953	1,739

[1] Based on the Consumer Price Index, prepared by the Bureau of Labor Statistics, U.S. Department of Labor.
[2] Includes current expenditures for day schools, capital outlay, and interest on school debt.
[3] Includes day school expenditures only; excludes current expenditures for other programs.
[4] Estimated.

SOURCE: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *Statistics of State School Systems; Revenues and Expenditures for Public Elementary and Secondary Education, 1976-77;* and *Statistics of Public Elementary and Secondary Day Schools, Fall 1977.*

(table 17). In the 1920's, more than 80 percent of the revenue was generated at the local level, steadily declining to below 50 percent for the first time in 1975. During this period, the infusion of funds from the State level grew dramatically: from 16 percent in 1920 to a high of 44 percent in 1976. Federal contributions during the same period rose from 0.3 percent in 1920 to between 8 and 9 percent since the mid-1950's. The Federal contribution more than doubled between 1964 and 1966, reflecting the passage of the Elementary and Secondary Education Act, Title I.

In constant dollars, the average total per-pupil expenditure in the United States has gone from $395 in 1929-30 to $1,953 in 1977-78 (table 18). Over approximately the same period, the total expenditures for public schools have gone from $2 billion to $75 billion. In 1976-77, the average total expenditure per-pupil in the United States was $1,816. But this overall average masks a wide range among the States, from the high of $3,890 in Alaska to $1,218 in Arkansas (table 19). If we consider the Alaska expenditure extraordinary, the high among the the contiguous 48 states was $2,645 in New York.

With regard to per-pupil expenditures, the data indicate that there are smaller differences between States than between districts within States (figure 8). The differences between States are reduced somewhat when adjusted for differences in cost of living for the various States — but State differences do remain (figure 9 and table 20).

Table 19.–Expenditure per pupil in average daily attendance in public elementary and secondary day schools, by State: 1976-77

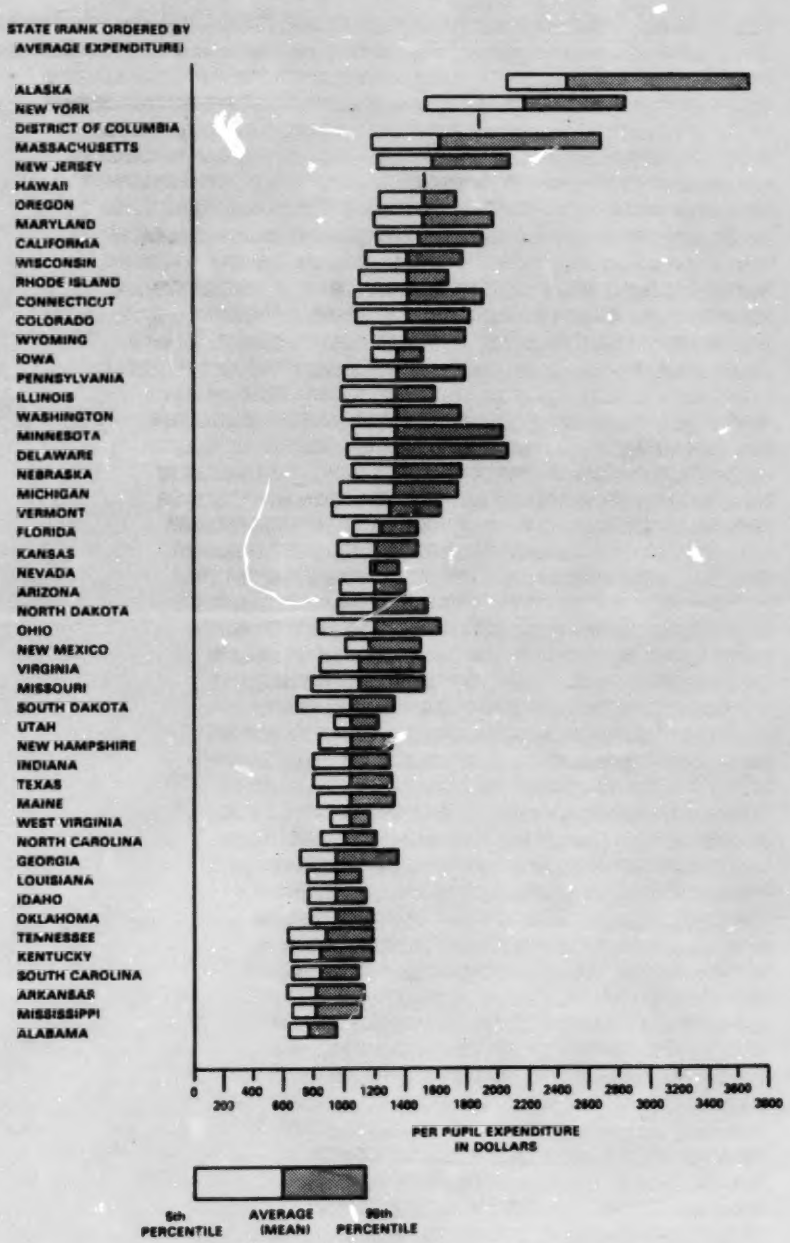
State or other area	Expenditure per pupil			
	Total[1]	Current[2]	Capital outlay[3]	Interest on school debt
1	2	3	4	5
United States	**$1,816**	**$1,638**	**$131**	**$48**
Alabama	1,327	1,230	87	10
Alaska	3,890	3,389	347	154
Arizona	1,944	1,572	311	61
Arkansas	1,218	1,090	97	31
California	1,802	1,668	108	26
Colorado	1,950	1,653	232	64
Connecticut	1,851	1,739	68	44
Delaware	2,108	1,924	94	90
District of Columbia	2,467	2,467	---	---
Florida	1,572	1,390	147	34
Georgia	1,467	1,299	148	20
Hawaii	2,079	1,835	240	4
Idaho	1,348	1,180	137	31
Illinois	2,075	1,769	257	60
Indiana	1,652	1,353	144	55
Iowa	1,820	1,677	111	32
Kansas	1,731	1,541	156	35
Kentucky	1,233	1,130	59	44
Louisiana	1,433	1,285	113	35
Maine	1,467	1,305	116	45
Maryland	2,181	1,900	237	45
Massachusetts	2,230	2,071	86	72
Michigan	2,035	1,814	137	84
Minnesota	2,012	1,805	149	59
Mississippi	1,225	1,128	85	12
Missouri	1,484	1,375	77	32
Montana	1,950	1,784	143	23
Nebraska	1,685	1,614	31	39
Nevada	1,707	1,449	160	99
New Hampshire	1,562	1,416	103	44
New Jersey	2,285	2,153	66	66
New Mexico	1,634	1,415	198	23
New York	2,645	2,496	69	80
North Carolina	1,389	1,246	130	[4]12
North Dakota	1,632	1,453	128	21
Ohio	1,554	1,435	86	34
Oklahoma	1,463	1,321	130	16
Oregon	2,195	1,920	235	40
Pennsylvania	2,074	1,852	127	95
Rhode Island	1,860	1,795	12	52
South Carolina	1,375	1,212	134	29
South Dakota	1,499	1,334	144	21
Tennessee	1,334	1,200	119	14
Texas	1,606	1,368	171	67
Utah	1,632	1,286	306	39
Vermont	1,631	1,536	50	46
Virginia	1,635	1,445	140	50
Washington	1,835	1,679	122	34
West Virginia	1,528	1,358	152	18
Wisconsin	1,917	1,776	94	47
Wyoming	2,220	1,784	368	68
Outlying areas:				
American Samoa	773	773	---	---
Canal Zone	1,737	1,689	47	---
Guam[4]	1,857	1,579	277	---
Puerto Rico	687	687	---	---
Virgin Islands	1,765	1,459	307	---

[1] Includes current expenditures for day schools, capital outlay, and interest on school debt.
[2] Includes expenditures for day schools only; excludes adult education, community colleges, and community services.
[3] Includes capital outlays by State and local schoolhousing authorities.
[4] Data for 1975-76.

NOTE.–Because of rounding, details may not add to totals.

SOURCE: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *Revenues and Expenditures for Public Elementary and Secondary Education, 1976-77.*

Figure 8.--School system core current education expenditures per pupil, by state: 1976-77
(In school systems with grades 1-12)



Source: U.S. Department of Education, National Center for Education Statistics, *The Condition of Education, 1980 Edition.*

Figure 9.—Core current education expenditures, adjusted for cost-of-living differences

SOURCE: U.S. Department of Education, National Center for Education Statistics, *The Condition of Education, 1980 Edition.*

Table 20.--Core current education expenditures per pupil adjusted for estimated cost-of-living differences, by state: 1976-77

State or other area	Unadjusted amount	Expenditures rank	Adjusted amount	Expenditures rank
1	2	3	4	5
Alabama	$ 961	48	$1,091	45
Alaska	2,864	1	1,898	1
Arizona	1,342	24	1,409	19
Arkansas	885	50	1,028	50
California	1,614	6	1,536	10
Colorado	1,415	21	1,411	18
Connecticut	1,481	16	1,379	22
Delaware	1,586	8	1,671	3
District of Columbia	1,913	3	1,837	2
Florida	1,206	31	1,372	23
Georgia	1,045	42	1,188	35
Hawaii	1,537	13	1,253	33
Idaho	981	46	1,025	51
Illinois	1,409	23	1,350	24
Indiana	1,121	35	1,122	44
Iowa	1,427	20	1,447	15
Kansas	1,266	26	1,286	28
Kentucky	898	49	1,033	48
Louisiana	1,015	41	1,036	37
Maine	1,049	41	1,036	47
Maryland	1,545	11	1,585	7
Massachusetts	1,717	5	1,505	12
Michigan	1,546	10	1,477	13
Minnesota	1,528	14	1,471	14
Mississippi	881	51	1,031	49
Missouri	1,116	37	1,126	43
Montana	1,479	17	1,541	6
Nebraska	1,411	22	1,433	16
Nevada	1,235	27	1,296	26
New Hampshire	1,163	32	1,142	41
New Jersey	1,785	4	1,537	9
New Mexico	1,158	33	1,149	40
New York	1,937	2	1,667	4
North Carolina	1,026	44	1,155	38
North Dakota	1,231	28	1,270	30
Ohio	1,227	29	1,267	31
Oklahoma	1,113	38	1,297	25
Oregon	1,593	7	1,593	6
Pennsylvania	1,556	9	1,517	11
Rhode Island	1,492	15	1,385	21
South Carolina	971	47	1,089	46
South Dakota	1,116	36	1,149	39
Tennessee	1,037	43	1,178	36
Texas	1,144	34	1,291	27
Utah	1,077	40	1,130	42
Vermont	1,283	25	1,282	29
Virginia	1,213	30	1,266	32
Washington	1,441	19	1,424	17
West Virginia	1,082	39	1,230	34
Wisconsin	1,463	18	1,394	20
Wyoming	1,542	12	1,638	5

SOURCE: U.S. Department of Education, National Center for Education Statistics, *The Condition of Education, 1980 Edition.*

7
Other Industrial Democracies

To understand how youth experiences in education and work compare among nations, one must examine data on these experiences. Such an examination is particularly instructive if the countries involved have similar economic and political institutions, which is the case with many of the member nations of the Organization for Economic Cooperation and Development. Since comparable data have been compiled from seven of these countries — the United States, Canada, France, the Federal Republic of Germany, Italy, Japan and the United Kingdom — they will serve as the focus of discussion here.

Between the ages of 15 and 19, most young people in all of these countries must decide whether or not to try to continue their education, get a job, or do both. These decisions are affected not only by personal considerations, but also by the opportunities available in their countries for education and work. The education and work experiences that youth have in these countries affect both their own lives and the political and social climates of their countries.

The government of the countries compared here all have a strong commitment to increasing the opportunities of youth to stay in school during this age span and to get decent jobs commensurate with their education and abilities. Yet there are substantial differences among these countries in the extent to which these young people continue their education and are successful in finding jobs. When interpreting the various education and work experiences of these young people, one should keep in mind the national differences in customs, government policies, labor market conditions, and the racial/ethnic composition and distribution of the youth population.

There were increases in school enrollment of youth (ages 15 to 19) in the United States and the other countries between 1960 and 1975 that were due not only to population changes in the age group, but also to changes in enrollment rates (figure 10). In all countries, school enrollment rates (the percentage of the population group enrolled full-time) increased between 1960 and 1975. In the United States, enrollment rates increased from 64 percent in 1960 to 72 percent in 1975; Japan's went from 39 percent in 1960 to 76 percent in 1975. Overall, enrollment rates in 1975 ranged from about 41 percent in Italy to 76 percent in Japan.

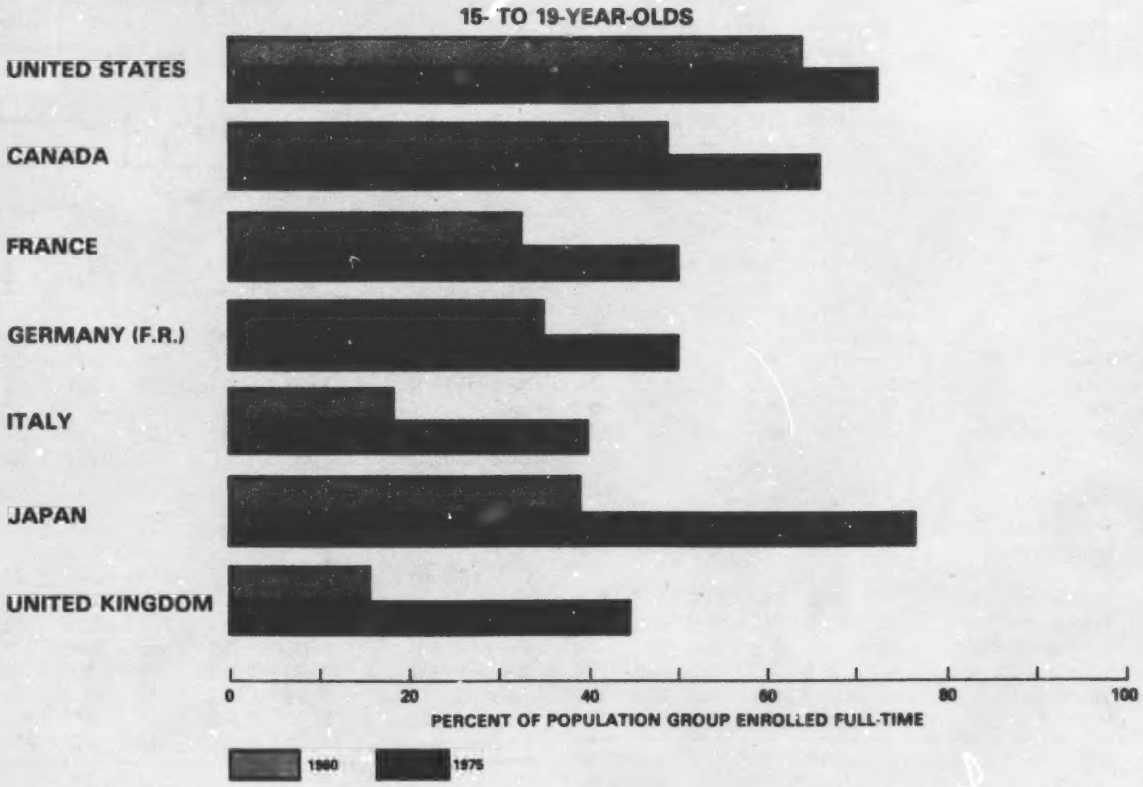
Between 1975 and 1980, school enrollments are projected to increase in all countries. Although enrollment projections have not been made beyond 1980, patterns of expected population changes suggest that enrollment growth will decrease in most of these countries after 1980.

Another way to examine changes in school enrollment rates between 1960 and 1975 is to compare them with labor force participation rates during this period (table 21).

By 1975, enrollment rates were higher than labor force participation rates for both males and females in all seven countries.

In 1960, labor force participation rates exceeded school enrollment rates in all of these countries except the United States and Canada. However, between 1960 and 1975, again in all countries except the United States and Canada, school enrollment rates for both male and female 15- to 19-year-olds increased, while labor force participation rates decreased. By 1975, enrollment rates were higher than labor force participation rates for both males and females in all seven countries.

Figure 10.—Full-time school enrollment rates in seven industrial nations



Source: U.S. Department of Health, Education and Welfare, National Center for Education Statistics, *The Condition of Education, 1978 Edition.*

Table 21.--Education enrollment and labor force participation rates for 15–19-year-olds, by sex: Selected countries, 1960 to 1975

Country	Education enrollment			Labor force participation		
	1960	1970	1975	1960	1970	1975
1	2	3	4	5	6	7
Male						
United States	68.7	75.4	72.1	58.9	50.5	60.2
Canada	52.7	71.6	67.3	52.6	46.4	55.0
France	30.9	40.7	48.7	61.1	49.3	42.7
Germany (F.R.)	37.0	52.3	56.4	77.1	57.0	49.8
Italy	22.1	37.0	46.5	67.1	41.8	28.9
Japan	36.2	65.0	77.1	52.4	31.5	20.7
United Kingdom	18.5	34.9	43.7	76.8	62.1	47.4
Female						
United States	59.4	73.4	71.9	39.0	37.0	49.0
Canada	45.7	68.8	65.4	37.6	34.5	41.4
France	34.1	49.8	54.0	46.0	38.5	33.5
Germany (F.R.)	32.3	42.5	45.9	75.7	53.9	43.0
Italy	15.2	26.0	34.8	45.2	32.5	22.0
Japan	42.7	63.6	75.5	48.8	33.6	21.7
United Kingdom	14.7	32.9	44.1	73.8	62.4	43.5

SOURCE: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *The Condition of Education, 1978 Edition.*

Table 22.--Labor force 15–19 years old: Selected countries, 1960 to 1980

Country	1960	1970	1975	1980	Percent change 1960 to 1975
1	2	3	4	5	6
	(Numbers in thousands)				
Male					
United States[1]	3,184	4,395	5,127	5,149	61
Canada	369	486	634	674	72
France	869	1,048	900	785	4
Germany (F.R.)	1,601	1,183	1,070	NA	-33
Italy[2]	1,486	857	715	677	-52
Japan	2,360	1,500	830	790	-64
United Kingdom[3]	(1,392)	1,224[1]	(1,008)[1]	1,071	-28
Female					
United States[1]	2,062	3,250	4,059	4,248	97
Canada	254	351	472	520	86
France	626	790	685	644	9
Germany (F.R.)	1,509	1,066	905	NA	-40
Italy[2]	999	640	537	475	-46
Japan	2,210	1,540	850	800	-62
United Kingdom[3]	(1,268)	1,169[1]	(876)[1]	902	-31

NA: Not available.
[1] 16–19-year-olds.
[2] 14–19-year-olds.
[3] Figures in parentheses are estimated.

SOURCE: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *The Condition of Education, 1978 Edition.*

In the United States and Canada, enrollment rates also increased between 1960 and 1975, but labor force participation rates held steady or increased slightly. In 1960, the United States had some of the lowest rates of labor force participation for both males and females of this age. But by 1975, the participation rates for both male and female 15- to 19-year-olds in the United States were the highest of the seven countries. Changes in labor force participation for this group between 1960 and 1975 suggest certain trends (table 22). Among male and female 15- to 19-year-olds, only in the United States, Canada, and France did the numbers increase, and only in the United States and Canada were the increases substantial.

Unemployment rates of youth (15- to 24-year-olds) rose in all seven countries between 1970 and 1976 (table 23). For example, in the United States, youth unemployment rose from 10 percent in 1970 to 14 percent in 1976. Canada's increase was smaller. Among European countries, Italy's rate was highest at 14 percent in 1976 (up from 10 percent in 1970). Youth unemployment rates increased the most, however, in the United Kingdom, France and Germany (F.R.). Levels of youth unemployment in Europe are approaching those previously found only in North America. Japan remains an exception among the seven, having a youth unemployment rate of 2 percent in 1970 and 3 percent in 1976.

As noted before, the reported changes in levels of youth unemployment must be interpreted in the context of a variety of differences among these countries in demographic, cultural, governmental and economic characteristics. Nonetheless, the seriousness of the problem of youth unemployment in all countries mentioned must be noted.

Youth unemployment as a special problem is highlighted by examining it as a proportion of total unemployment in these countries (table 24). Only in Germany (F.R.) and Japan is youth unemployment less than 30 percent of total unemployment. In Italy, youth unemployment is almost 64 percent of total unemployment, the highest among these seven countries. In the United States, the figure is almost 46 percent. The problem of youth unemployment — and educational enrollment opportunities — may warrant greater attention if this problem, with its short- and long-term consequences, is not to become intensified.

Table 23.--Unemployment rates for youths 15 to 24 years old: Selected countries, 1970 to 1976

Country	1970	1971	1972	1973	1974	1975	1976
1	2	3	4	5	6	7	8
United States[1]	4.9	5.6	5.2	4.8	5.2	8.2	7.0
Canada	10.3	11.3	11.1	9.7	9.4	12.2[2]	12.5
France[3]	1.5	2.0	2.4	2.9	4.3	7.6	8.4
Germany (F.R.)[3]	0.3	0.5	0.7	1.0	3.1	5.7	5.1
Italy[4]	10.2	10.1	13.1	12.6	11.1	12.8	18.5
Japan	2.0	2.1	2.4	2.3	2.5	3.0	3.3
United Kingdom[5,6]	2.9	4.5	4.6	2.8	3.2	7.4	11.1

[1]Age group 16-24 years old.
[2]New data collection procedures were adopted in 1975.
[3]Unemployed aged under 25 years old; labor force aged 15-24 years old.
[4]Age group 14-24 years old.
[5]Unemployed aged under 25 years old; labor force aged 16-24 years old.
[6]Rate for Great Britain.

SOURCE: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *The Condition of Education, 1978 Edition.*

Table 24.--Unemployment of youth 15 to 24 years old as a percent of total unemployment: Selected countries, 1960 to 1976

Country	1960	1970	1975	1980
1	2	3	4	5
United States[1]	33.6	48.2	45.7	46.3
Canada	34.5	45.1	47.4[2]	48.2
France[3]	25.9[4]	28.2	42.4	42.6
Germany (F.R.)[3]	18.1	12.1	26.8	24.2
Italy[5]	14.7	61.2	63.6	64.1
Japan	47.6	37.3	25.0	22.2
United Kingdom[3,6]	16.9[4]	27.0	39.7	46.2

[1]Youth aged 16 to 24 years old as a percent of total unemployment.
[2]New data collection procedures were adopted in 1975.
[3]Youth aged under 25 years old as a percent of total unemployment.
[4]Estimated by Secretariat.
[5]Youth aged 14-24 years old as a percent of total unemployment.
[6]Figures refer to Great Britain.

The Organization for Economic Cooperation and Development.

SOURCE: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, *The Condition of Education, 1978 Edition.*

8
School Environment

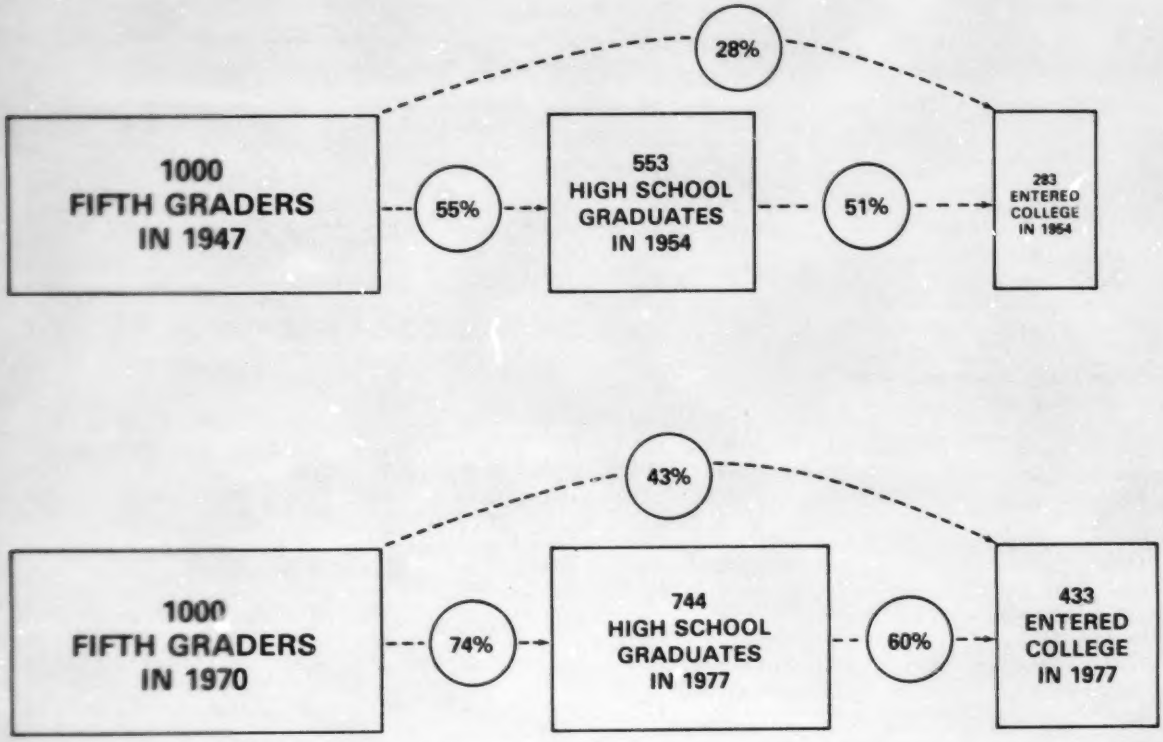
The general high school environment today offers a mix of challenges not felt by earlier generations. On the one hand, the schools are expected to cope with technological developments, information explosion, sex education, health maintenance, and inadequate nutrition. These and many other problems — such as the inculcation of social values — were once the province of the family. Making the expanded role of high schools more difficult are externally generated problems: drugs, the lack of discipline, absenteeism, vandalism, weakening of other social structures, and even teenage unemployment.

In a survey dealing with reported crimes in the schools, the Center found that during the first 5 months of school year 1974-75, 72 percent of the schools reported to the police at least one criminal offense (table 25). This percentage was substantially higher in metropolitan areas (82 percent) and substantially lower in non-metropolitan areas (61 percent). Burglary, drug abuse, personal theft and assault were most frequently mentioned. Possession of weapons was a significantly greater problem in central cities, where 25 percent of the schools reported this problem, than in the non-metropolitan areas, where only 5 percent of the schools made such a report.

It is significant to note how, in response to the technological demands, teacher qualifications have improved since 1961. That year, almost 15 percent of the teachers held less than a bachelor's degree. That proportion was less than 1 percent in 1976. Although the proportion of classroom teachers holding doctor's degrees remained fairly constant, at less than one-half of 1 percent, the proportion with master's degrees increased significantly in just 5 years, from 27 to 37 percent, ending in 1976.

Results of two 1978 Gallup Poll surveys show that adults and teenagers differ somewhat in their perceptions of the quality of public schools. The public school students and their parents rated the schools favorably. Adults without children rated the schools higher than did those with children in nonpublic schools. However, most students, regardless of their academic standing, felt the work at the secondary level was not sufficiently difficult. Making the high school experience a sufficient challenge to students may therefore be our own most difficult challenge.

Figure 11.--Achievement rate of 5th graders, 1947 and 1970



Source: U.S. Department of Education, National Center for Education Statistics, unpublished tabulations.

Table 25.--Number and percent of schools reporting criminal offenses[1] to the police in a 5-month period, by type of offense and level and location of school: September 1974-January 1975

Item	All schools	Elementary				Secondary			
		Total	Metro-politan, central city	Metro-politan, other	Non-metro-politan	Total	Metro-politan, central city	Metro-politan, other	Non-metro-politan
1	2	3	4	5	6	7	8	9	10
Total schools[2]	94,329	72,164	14,532	30,198	27,434	22,165	3,966	8,099	10,100
Number of schools reporting one or more offenses	46,349	30,245	8,137	12,541	9,566	16,104	3,284	6,615	6,204
Percent of schools reporting one or more offenses	49.0	41.0	56.0	41.0	34.0	72.0	82.0	81.0	61.0
Percent of schools reporting, by type of offense:									
Rape	0.23	0.15	0.07	0.23	0.11	0.49	1.02	0.38	0.38
Robbery	3.25	1.81	4.87	1.22	0.84	7.95	16.18	9.51	3.46
Assault	7.98	3.96	10.61	3.09	1.39	21.07	40.54	24.72	10.50
Personal theft	14.91	9.31	14.73	9.18	6.59	33.14	44.05	38.39	24.64
Burglary	34.15	30.43	41.69	28.92	26.11	46.28	58.04	52.87	36.37
Arson	3.73	2.00	4.88	1.58	0.94	9.35	14.84	12.80	4.43
Bombing	6.70	3.92	7.08	3.51	2.69	15.76	20.68	20.46	10.06
Disorderly conduct	8.36	5.13	9.19	4.53	3.65	18.88	24.83	22.25	13.84
Drug abuse	10.54	3.40	2.11	5.04	2.27	33.77	40.63	44.10	22.79
Alcohol abuse	5.26	1.68	1.78	2.16	1.09	16.91	15.65	20.16	14.81
Weapons	4.45	2.20	4.97	2.16	0.77	11.77	25.06	13.59	5.09

[1]Includes only those offenses committed on school premises. Offenses may involve non-students as offender or victim.
[2]Public and nonpublic schools excluding those that combine elementary and secondary grades.

NOTE: Details may not add to totals because of rounding.

SOURCE: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, "Safe School Study".